DOCUMENT RESUME

ED 321 605 FL 800 161

TITLE	Amnesty Education Report: IRCA Pre-Enrollment Appraisal Results. Final Report.
INSTITUTION	Comprehensive Adult Student Assessment System, San Diego, CA.
SPONS AGENCY	California State Dept. of Education, Sacramento. Amnesty Education Office.
PUB DATE	Feb 90
CONTRACT	CASAS-6155
NOTE	72p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC03 Plus Postage.
DESCRIPTORS	Citizenship Education; Demography; *English (Second Language); Federal Legislation; *Immigrants; *Language Skills; Listening Skills; Literacy; *Literacy Education; *Minimum Competencies; Reading Skills; *Scores; Standardized Tests; State Surveys; Student Characteristics
IDENTIFIERS	*California; Immigration Reform and Control Act 1986

ABSTRACT

This report presents the findings of a California study on the demographic and educational characteristics and pre-enrollment language skills of over 265,000 newly legalized persons beginning legalization education programs. Data summarized about this population include immigration history, nationality, language background, age, distribution of sexes, previous education, native language and English literacy, and current enrollment in educational programs. Summary test score findings include the following: (1) most of the population scored below the minimum literacy level established for California; (2) more than 85% have not mastered basic listening and reading competencies needed for normal everyday functioning; (3) reading test scores were lower for females than males; (4) students over 35 had lower listening and reading scores than students under 35; (5) geographical differences were found in performance on both tests; (6) a greater proportion of students enrolled in community colleges scored at or above the minimum competency level than those enrolled in private nonprofit agencies or public adult schools; (7) those with more previous education were more likely to score at or above the minimum competency level, with the exception of special agricultural workers; and (8) very few scored at or above minimum competency on both the listening and reading tests. (MSE) (Adjunct ERIC Clearinghouse on Literacy Education)

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Amnesty Education Report

FINAL REPORT

IRCA Pre-Enrollment Appraisal Results

Prepared for the
California State Department of Education
Amnesty Education Office
by

CASAS Comprehensive Adult Student Assessment System

1990

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Amnesty Education Report
IRCA Pre-Enrollment Appraisal Results

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California State Department of Education
Amnesty Education Office
by

CASAS Comprehensive Adult Student Assessment System

2725 Congress Street, Suite 1-M
San Diego, California 92110

February 1990

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This report was prepared for the California State Department of Education, Amnesty Education Office under contract #6155 with the Comprehensive Adult Student Assessment System (CASAS), San Diego Community College District Foundation for Educational Achievement, 1990.

Foreword

In the planning stages of the educational component of IRCA, the lead agencies responsible for SLIAG implementation recognized the importance of identifying the demographic characteristics and English language proficiency levels of the newly legalized population in order to plan and advocate for their needs. As a result of this timely planning and implementation, this extensive database of over 250,000 students is probably the largest adult ESL database in the United States and has provided information to policymakers at all levels of government regarding the urgent need for educational services for this population.

An educational delivery system comprised of over 200 public educational agencies and community-based organizations have cooperated in numerous ways to collect data about individual amnesty students in a standardized format. The results presented in this report clearly substantiate the low level of both previous education and English language proficiency of the majority of students in this population.

It is our position that the information presented in this report provides indisputable evidence of the critical educational need to enable this population to perform even the most basic everyday tasks and to become functional members of our society.

Richard L. Stiles
Manager, Amnesty Education Office
California State Department of Education

Acknowledgements

We would like to express our gratitude to the many SLIAG-funded educational agencies in California that took the time to test and collect demographic information for over 250,000 amnesty students. Without their cooperation, flexibility, and patience, this valuable information and the report which it is based upon would not have been possible.

CASAS is particularly grateful to Dr. Richard Stiles, Ms. Sylvia Ramirez, and the staff of the California State Department of Education, Amnesty Education Office for their support and guidance. In their ongoing use of information from this database for state and federal IRCA program planning, they have consistently confirmed the relevance of this extensive data collection effort. In addition, they have contributed their considerable expertise to the interpretation of results and the preparation of this report.

This report was written by Comprehensive Adult Student Assessment System (CASAS) staff June Simon, Linda Kharde, and Patricia Rickard. Linda Kharde and Patricia Rickard coordinated the development, implementation, and analysis of data for the IRCA Pre-Enrollment Appraisal including training agency staff and providing overall project management. John Martois provided technical assistance with respect to the psychometric aspects of test development, as well as computer analysis of the data. Computer programming and data interpretation were handled by Richard Ackermann. Joe Bessler scanned all answer sheets and assisted in the organization of the database. Randy Ilas, Carolyn Huie and Chris Hassett developed data displays and produced the report.

Many other CASAS staff and consultants assisted with the data collection and writing of this report. Ann Marie Damrau and Toni Fernandes co-authored the initial report drafts, and Anne Marie Steinberger contributed in the final proofing. Martha Ponce assisted in the initial implementation of the Appraisal and coordinated orders for test materials. Carolyn Huie supervised Katherine Perotti, Dorothy Martin, and Darlene Quitugua, the dedicated staff who processed hundreds of thousands of IRCA answer sheets.

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Amnesty Education Report:
IRCA Pre-Enrollment Appraisal Results

EXECUTIVE SUMMARY

The Immigration Reform and Control Act (IRCA) of 1986 provided the opportunity for large numbers of aliens who had been living in the United States illegally to obtain legal resident status and eventually to qualify for citizenship. A major aspect of the IRCA legislation is recognition of the important role of education in the legalization process. Phase II of the amnesty process requires Pre-82s qualifying under IRCA to demonstrate that they either (1) have a minimal understanding of ordinary English and U. S. History, or (2) are "satisfactorily pursuing" a course of study (at least 40 hours of a 60-hour course) recognized by the U.S. Attorney General. While special agricultural workers (SAWs) do not have this educational requirement, the same educational opportunity is afforded them.

In consideration of the impact of this population, State Legalization Impact Assistance Grants (SLIAG) were authorized under IRCA to reimburse states for education and other designated services to newly legalized persons (NLPs). Since California had over 55 percent of the eligible population (1.6 million), SLIAG funding provided the opportunity to temporarily expand the capacity of the adult education system. Based on established guidelines, the California State Department of Education implemented a statewide data management/reporting system to track demographic and educational characteristics of the target population. Specifically, the IRCA Pre-Enrollment Appraisal was developed by the Comprehensive Adult Student Assessment System (CASAS) for use in collecting demographic data and assessing the basic listening and reading skills of NLPs enrolled in legalization educational programs.

The initial results of the IRCA Pre-Enrollment Appraisal including a demographic and educational profile of the California amnesty student population and a summary of listening and reading test score performance are found in subsequent chapters of this report. Summary data in that report were derived from over 265,000 Pre-Enrollment Appraisals received and processed by CASAS for the 12-month period from October 1, 1988 through September 30, 1989 and are summarized below.

DEMOGRAPHIC CHARACTERISTICS

Most of the students in this IRCA Pre-Enrollment Appraisal population were Pre-82s with temporary resident status (86%). The remainder were SAWs and Pre-82s who either had adjusted to permanent resident status or whose applications for temporary residence had not yet been adjudicated. This IRCA population was predominantly Hispanic (98%) and between the ages of 25 and 44 (70%). Among the Pre-82s, men and women were represented almost equally (51% and 49%) but SAWs were predominantly male (78%). Most students were from Mexico (85%) and spoke Spanish as their native language (98%).

EDUCATIONAL PROFILE

Educational data for this IRCA Pre-Enrollment Appraisal population included information regarding system enrollment and utilization and students' educational attainment. The data indicate that large numbers of newly legalized persons are entering the California educational system with little or no previous education and are not literate in either their native language or English. The average number of years of education completed in their native country was 6.5. More than half (58%) of the students were attending public adult schools. Private non-profit agencies provided services to 30 percent and community colleges to 12 percent of the students. Approximately three-fourths of all students in this IRCA population were placed in English as a Second Language (ESL) Low Beginning or Beginning levels. In other words, about 75 percent of this population is below the minimum level of English proficiency required to function in the community, in job training programs, and in the workplace.

SUMMARY TEST SCORE FINDINGS

A CASAS score of 215 on the IRCA Pre-Enrollment Appraisal is the minimum literacy benchmark established in the State of California.

- Most students scored below CASAS 215 on the Listening (89%) and Reading (86%) portions of the IRCA Pre-Enrollment Appraisal.
- The mean listening score of 184 and mean reading score of 185 indicate that more than 85 percent of these students have not sufficiently mastered basic competencies required for normal everyday functioning such as using the telephone and following simple directions. Most would experience difficulty reading basic warning or safety signs or filling out a simple job application.
- Reading test scores were generally lower for females than males. Listening test scores were highest for Pre-82 males and lowest for SAW females, 94 percent of whom scored below CASAS 215.
- A clear pattern of lower scores on both the Listening and Reading Tests was identified for students over 35 years of age and particularly for students aged 45 and older.
- Analysis of regional data revealed geographical differences in test score performance for both tests. Scores were notably low in the Central Valley where 73 percent of Pre-82s and 79 percent of the SAWs had listening scores below CASAS 200 and 75 percent of both groups had reading scores below CASAS 200.
- A greater percentage (17%) of students enrolled in community colleges scored at or above CASAS 215 compared to those enrolled in private non-profit agencies (11%) or public adult schools (14%).
- In general, those with higher levels of previous education were more likely to score at or above CASAS 215 with the exception of SAWs' performance on the Reading Test. While SAWs had completed a slightly higher number of years of education, they scored about the same as Pre-82s on the Reading Test.

- Only seven percent of the Pre-82s and five percent of the SAWs scored at or above CASAS 215 on both the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal. The remaining 93 to 95 percent are not considered functionally literate in English and will experience difficulty in everyday functioning in their social, community, and work environments.

The above findings have implications for both short- and long-term planning of educational services for the newly legalized population in California. The test score findings indicate that the English skills of most students in this IRCA Pre-Enrollment Appraisal population are less than adequate to meet day-to-day for functioning in the community and workplace. Even for those whose English language proficiency is adequate for day-to-day functioning, it is generally agreed that a minimal level of proficiency will inhibit if not preclude their upward mobility in the workplace or full integration into the economic mainstream of the United States.

CHAPTER ONE: INTRODUCTION

THE IRCA LEGISLATION

The Immigration Reform and Control Act (IRCA) of 1986 provided the opportunity for persons who had been living in the United States illegally to obtain lawful resident status and eventually to qualify for citizenship. The IRCA legislation also outlined new procedures for employing people as well as employer sanctions for illegal or improper hiring practices and documentation.

The legalization component of IRCA (commonly referred to as "amnesty") allows certain persons residing in the United States without government permission to become legal residents if they meet specified criteria and if they can otherwise qualify as legal residents under existing immigration law. Included in the IRCA amnesty program are persons who can prove they have resided continuously in the United States since before 1982 (Pre-82s) and special agricultural workers (SAWs) who have worked in agricultural jobs for at least 90 days between May 1985 and May 1986. These two groups are collectively designated "newly legalized persons" (NLPs).

There are approximately three million amnesty applicants nationwide. Approximately 1.6 million (55%) of the estimated three million amnesty applicants reside in California, including about 900,000 Pre-82s and 650,000 SAWs. [1]

Very little was known about this population before IRCA. Without legal status, they lived in fear of discovery and deportation. While a number of studies have

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[1] Statistics Division, Office of Plans and Analysis, U.S. Immigration Service, Provisional Legalization Application Statistics, November 2, 1989.

been conducted recently, more needs to be known about this population in order to successfully integrate them into the economic mainstream of our society as well as to plan for educational, health, and social services. Of the 1.6 million NLPs in California, only ten percent are currently of school age. The overwhelming majority (90%) of the applicants are adults who are likely to be in need of continuing educational services.

In order to progress from temporary to permanent resident status, Pre-82s in the IRCA program are required to demonstrate that they either (1) have a minimal understanding of ordinary English and U.S. History, or (2) are "satisfactorily pursuing" a course of study (at least 40 hours of a 60-hour course) recognized by the U.S. Attorney General. SAWs are exempt from this educational requirement.

SLIAG FUNDING

Recognizing the fiscal impact on state and local governments which might result from newly legalized persons availing themselves of public services related to satisfying requirements for legal adjustment, State Legalization Impact Assistance Grants (SLIAG) are authorized by section 204 of the Immigration Reform and Control Act of 1986 (IRCA). These SLIAG grants are awarded to state and local governments to help defray costs associated with providing public assistance, public health assistance, and educational services to persons granted legal resident status. Congress appropriated approximately $3.5 billion in SLIAG funds to reimburse states for provisions of public assistance, health care, and educational services to newly legalized persons.

In recognition of the impact of this legislation on the public education system, SLIAG funding provided the opportunity to temporarily increase the capacity of adult education. IRCA applies the definitions and provisions of the Adult Education Act to SLIAG funds spent for educational services for adults. SLIAG funds, therefore, may be used to provide all educational services authorized under that act including instruction in basic skills to enable adults to function effectively in society (including the ability to speak, read, and write the English language); instruction for adults with limited English proficiency; and instruction in citizenship skills. Individual states were responsible for the timely implementation of this educational component of the IRCA legislation, initially without a great deal of guidance from the federal government. SLIAG implementation at the state level was initiated despite uncertainty regarding final

Immigration and Naturalization Service (INS) regulations and the educational background and needs of the IRCA population.

CALIFORNIA LEGISLATIVE RESTRICTIONS AND FUNDING

California's share of the $3.5 billion SLIAG appropriation is approximately $1.7 billion. Of this total statewide allocation, the state legislature designated $354 million for education in California. To put this into proper perspective, of the five states most impacted by amnesty students, California ranks next to last in spending for education. The following is a summary of the actual numbers of students in amnesty classes for State Fiscal Years (SFY) 1987-88 and 1988-89 and projected service for SFY 1989-90:

SFY 87-88	83,639
SFY 88-89	628,624
SFY 89-90 Projected Service	600,000

For State Fiscal Year (SFY) 1989-90, $221 million has been allocated to continue the education of the adult amnesty population in California. It was estimated by the California State Department of Education that almost one million newly legalized persons were eligible for legalization classes. Congress cut $550 million from Federal Fiscal Year (FFY) 1990 and expects to cut more in FFY 1991. Due to the completed and proposed Congressional cuts from the total SLIAG appropriation beginning with SFY 1990-91, the funding for educational programs is very uncertain. This is a major setback for the continued delivery of effective programs that have served over a half million adult amnesty students since 1987.

The Budget Act Control Language of 1988 charged the State Department of Education, the lead education agency in California, with administration of the educational portion of the SLIAG funds. Funds are awarded to educational providers based on their ability to meet the following goals:

1. To help newly legalized persons meet the requirements for attaining permanent resident status, including basic literacy, knowledge of the English language, and understanding of the history and government of the United States.

2. To make available to newly legalized persons education and training that will enable them to succeed in school, become more employable, and otherwise realize their full potential as citizens of the United States.

EDUCATIONAL SERVICES DELIVERY SYSTEM

There are three types of educational providers: public adult schools, community colleges, and private non-profit agencies. The over 200 approved IRCA agencies in six regions in California include 101 public adult schools, 39 community colleges, and 76 private non-profit agencies. This unique educational delivery system provides a vital link with the target population by establishing classroom locations based on the needs of the amnesty students who attend classes at community college campuses, other schools, community centers, churches, recreation centers, places of business and industry, and even in the agricultural fields and labor camps.

In recognition of the mandate for the timely implementation of the educational component of the IRCA legislation, the California State Department of Education quickly implemented a statewide data management and reporting system to assist in projecting educational need and assessing program quality. Specifically, the IRCA Pre-Enrollment Appraisal was developed in 1988 for use in assessing the basic reading and listening skills of newly legalized residents enrolled in legalization educational programs. To ensure SLIAG fiscal and program accountability for education, approved agencies in California are required to administer the IRCA Pre-Enrollment Appraisal.

The IRCA Pre-Enrollment Appraisal measures basic listening, reading, and writing skills in the functional context of U.S. Government and History. In addition, it verifies SLIAG eligibility, identifies the salient demographic characteristics of the legalization population, and provides for the appropriate placement level for each student. The information from the IRCA Pre-Enrollment Appraisal assists in identifying the educational needs of program participants and ensures accurate and consistent monitoring of program results. The IRCA Pre-Enrollment Appraisal was developed by the Comprehensive Adult Student Assessment System (CASAS) based on specific requirements and guidelines established by the lead agencies responsible for SLIAG implementation and the State Legislature. A description of the Pre-Enrollment Appraisal is found in Chapter Two.

A score of 215 on the Pre-Enrollment Appraisal is the literacy benchmark in the state of California. (See Chapter Five and Appendix A for a description of general functional levels of ability and scale score interpretation.) Training in basic literacy skills equivalent to CASAS 215 is also the generally accepted minimum literacy benchmark for programs gauging literacy and potential employability (GAIN, JTPA, and others). A majority of the amnesty students tested thus far scored well below 215, indicating that an overwhelming number of people are functioning below this literacy benchmark. The newly legalized population cannot be assimilated into the community and the workplace unless the opportunity to develop the necessary skills continues to be provided.

REPORT IMPETUS

The California State Education Plan identified the need for a compilation and analysis of information from the Pre-Enrollment Appraisal to provide a demographic and educational profile of NLP participants to assist in identifying their educational needs and to help ensure an accurate and consistent monitoring of program results among SLIAG-funded educational service providers. Pre-Enrollment Appraisal data were also used in conjunction with a stratified random sample of educational agencies and NLPs enrolled in educational programs conducted from late February through mid-July 1989. The results from this related study are found in the report, "A Survey of Newly Legalized Persons in California," prepared by CASAS for the California Health and Welfare Agency.[2]

The purpose of this report is to provide a demographic and educational profile of the California amnesty student population based on initial results of the Pre-Enrollment Appraisal. Summary data for this report are derived from the 265,641 Pre-Enrollment Appraisal answer sheets received from over 200 agencies and processed by CASAS for the 12-month period from October 1, 1988 through September 30, 1989. Information gathered from the available data is summarized in the following chapters and appendices to this report.

2 "A Survey of Newly Legalized Persons in California." Prepared for the California Health and Welfare Agency by CASAS, 1989.

CHAPTER TWO:
THE IRCA PRE-ENROLLMENT APPRAISAL

The IRCA Pre-Enrollment Appraisal is an assessment instrument developed in the summer of 1988 by the Comprehensive Adult Student Assessment System (CASAS) for use in SLIAG-funded educational programs. The IRCA Pre-Enrollment Appraisal is only one component of a comprehensive system that links IRCA English as a Second Language (ESL) and Civics competencies to assessment and instructional materials. The Appraisal was designed to provide an initial assessment of a student's level of English language proficiency in the context of the history and government of the United States. It was intended to identify newly legalized persons (NLPs) who may be in need of instruction in beginning and low-intermediate level ESL and to collect basic demographic information about them in a standardized format. It is administered by SLIAG-funded educational agencies to enrolling adult students. As of September 1989, a Pre-Enrollment Appraisal database existed for over 250,000 students.

The IRCA Pre-Enrollment Appraisal consists of listening and reading tests developed from the CASAS Item Bank. This bank of over 5,000 items has been under continual development and refinement since 1980. The application of Item Response Theory (IRT) to these 5,000 items assigns a reliable index of standardized difficulty to each item. Test forms developed from these items accurately measure English language proficiency in a functional context. (See "Psychometric Properties" in Appendix A.)

The Listening portion of the IRCA Pre-Enrollment Appraisal assesses a person's ability to apply basic listening skills in a functional context. It is required for all IRCA students who have some proficiency in English. The test contains 12 multiple-choice items and measures specific competencies. There is an audiotape for test administration, which contains test item cues

and directions. This test takes eight minutes to administer. (See "Listening Test Content" in Appendix A.)

The Reading portion of the IRCA Pre-Enrollment Appraisal assesses a person's ability to apply basic reading skills in a functional context related to U.S. government and history. It is required for all IRCA students who have some proficiency in English. The test measures specific competencies and contains 25 multiple-choice items. It is a timed test and must be completed within 30 minutes. (See "Reading Test Content" in Appendix A.) There is a second form of the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal (IRCA Pre-Enrollment Appraisal Form 2) that may be used in the event an alternative testing instrument is needed and to determine student progress at given intervals.

In addition to the required Listening and Reading portions of the IRCA Pre-Enrollment Appraisal, the following optional assessment measures are available:

The Writing portion of the IRCA Pre-Enrollment Appraisal is an optional listening dictation exercise in which students are asked to write two sentences that they hear on an audiotape. This short test provides a very general assessment of a student's ability to listen and write basic English sentences. Items are scored holistically on a three-point scale.

The Interview portion of the IRCA Pre-Enrollment Appraisal is an optional one-on-one oral interview which can be used to obtain preliminary information about a student's ability to speak and understand basic conversational English. It contains three questions on familiar topics and is scored with respect to grammatical accuracy and ability to understand and to communicate simple ideas. The interview may be used to screen students who function minimally, if at all, in English from taking the Listening and Reading Tests. Such students may be referred directly to ESL instruction because they were unable to be tested further.

A sample answer sheet can be found in Appendix A. Demographic characteristics and an educational profile based on Pre-Enrollment Appraisal data are presented in Chapters Three and Four. Information about CASAS scale scores and levels for program placement are found in Chapter Five and Appendix A.

CHAPTER THREE:
DEMOGRAPHIC CHARACTERISTICS

The need for information about the previously undocumented IRCA population is evident. While a limited number of reports have been published and still other research efforts are in progress, the need for more definitive information continues. Planning tailored to the needs of the statewide amnesty population requires state-specific information. The information compiled from this extensive database of 265,641 IRCA Pre-Enrollment Appraisals for the time period from October 1, 1988 through September 30, 1989 will assist the lead agencies responsible for IRCA implementation and SLIAG funding disbursement in California to target available federal funds more effectively.

The following demographic profile of the IRCA student population in California includes legalization status, gender, age, country of citizenship, ethnic background, native language, and geographic region in which this IRCA student population resided. Findings are summarized below and, to the extent possible, compared with other available data related to this population. Throughout this report, data are presented for the total study population and also separately for Pre-82s and SAWs where differences occur.

Approximately 14,000 (5%) of the answer sheets were received without a SAW vs Pre-82 identification. As a result, these data were included in the total study population analysis but could not be included in the subpopulation analysis. All data are reported for the study population of N=265,641 but subpopulation data are limited to N=251,560 of which 82 percent (N=206,825) were Pre-82s and 18 percent (N=44,735) were SAWs.

While SLIAG-funded educational programs began in October 1987, the IRCA Pre-Enrollment Appraisal was not available for use until October 1988 after some students in this population had already enrolled in programs. Also, many of the SLIAG-approved agencies had little experience in administering tests and

providing services. As with any new program, it takes time to become fully operational at the local agency level. Some agencies did not complete implementation of the Pre-Enrollment Appraisal until the first few months of 1989. The number of answer sheets available for analysis, therefore, was reduced accordingly and represents the number of students for whom data were available rather than the total amnesty student enrollment in any given agency or in statewide amnesty educational programs as a whole.

LEGALIZATION STATUS

Persons covered under IRCA's legalization program include those residing in this country since before 1982 (Pre-82s) and special agricultural workers (SAWs). Of the estimated three million applicants nationwide, approximately 1.8 million are Pre-82s and the remaining 1.2 million are SAWs. Compared to the roughly 60/40 percent split respectively for Pre-82s and SAWs both nationally and statewide in California, Pre-82s constitute a greater proportion of this study population. Of the students tested to date and for whom Pre-Enrollment Appraisal data are available, 82 percent are Pre-82s and 18 percent are SAWs. (See Figure 3.1.)

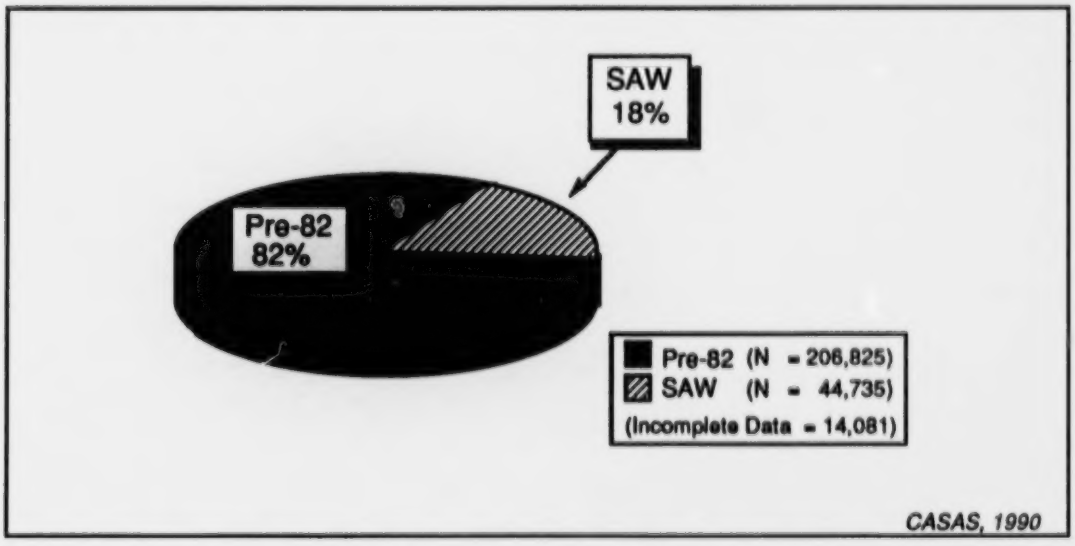

Figure 3.1 – Legalization Status (Pre-82 vs SAW)

Because SAWs do not have an educational requirement, those enrolled in amnesty education classes do so voluntarily and may be atypical of SAWs in the larger statewide and national populations. A higher percentage of SAWs might

be expected to participate in educational programs when their applications are adjudicated by the Immigration and Naturalization Service (INS).

A system for collecting information about legalization status from the Pre-Enrollment Appraisal was implemented in January 1989. Eighty-six percent of the Pre-82s for whom data were available were temporary residents who had received Temporary Resident (I-688) cards and 13 percent had Employment Authorization (I-688A) cards. SLIAG reimbursement is not currently provided for persons participating in ESL or Civics classes whose applications for temporary residence have not yet been adjudicated (I-688As). A very small percentage of the Pre-82s had already adjusted to permanent resident status. SAWs in this population were split almost evenly—half were temporary residents who had received Temporary Resident (I-688) cards and 49 percent had Employment Authorization (I-688A) cards. (See Figure 3.2.)

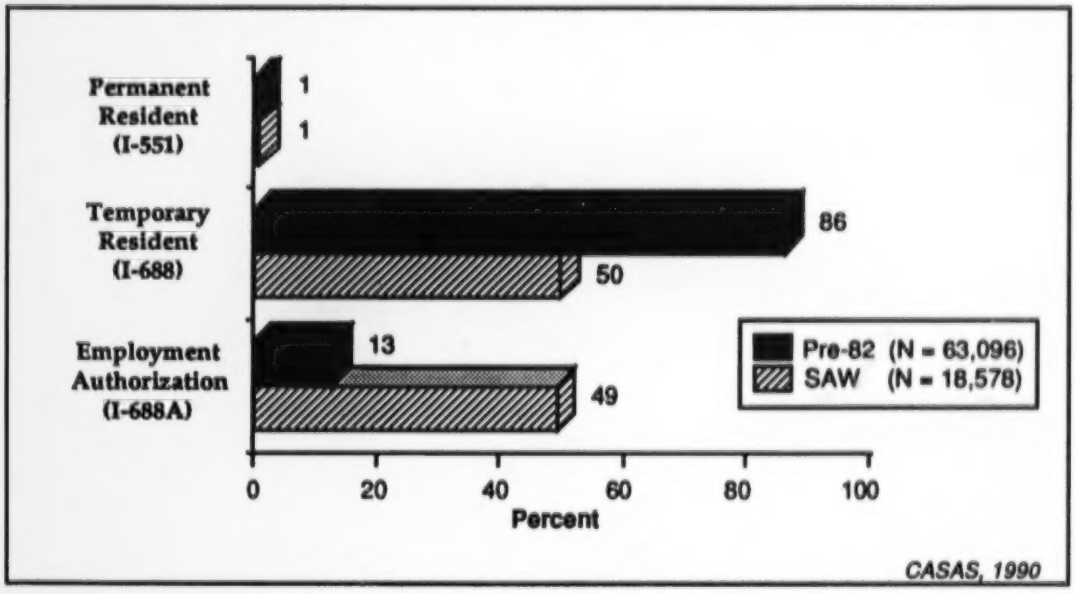

Figure 3.2 – Legalization Status of Pre-82s and SAWs

The 86 percent of Pre-82s in this amnesty education population with approved temporary resident status is consistent with the 90 percent of all Pre-82 applications approved in California as of October 1, 1989. More SAWs in this study population, however, had already been approved as temporary residents (50%) compared to a 39 percent approval rate for SAWs in California.[1]

[1] Immigration and Naturalization Service, Washington, D.C., Fiscal Year 1988 demographics.

GENDER

In this study population, approximately 44 percent of the students were female and 56 percent were male. Among the Pre-82s, men and women were represented almost equally (51% and 49%). SAWs were predominantly male (78%). (See Figure 3.3 for a gender comparison of Pre-82s and SAWs.) According to Immigration and Naturalization Service (INS) statistics for the adult legalization population in California, women comprised only 45 percent of all Pre-82 applicants and 17 percent of all SAW applicants.[2]

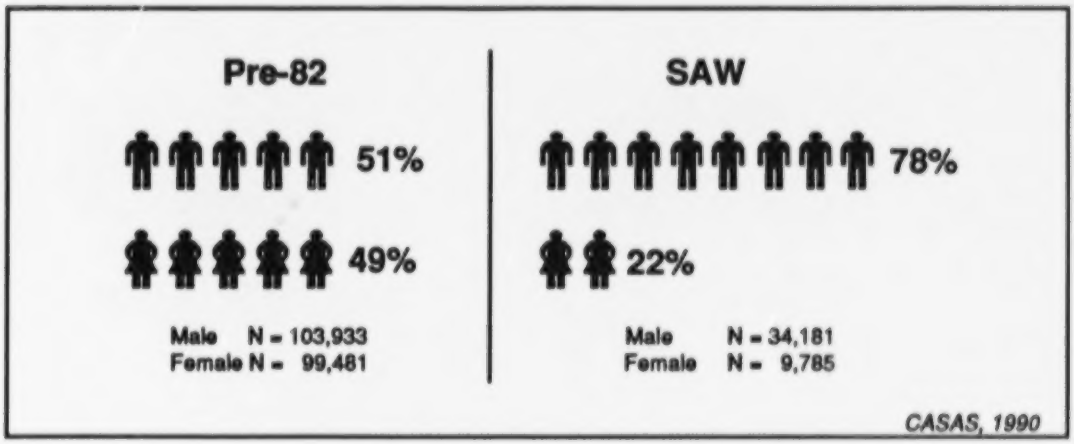

Figure 3.3 – Gender of Pre-82s and SAWs

AGE

The age composition of this IRCA Pre-Enrollment Appraisal population was distinctly different for Pre-82s and SAWs. More than twice as many SAWs as Pre-82s in this study population were under 25 years of age. (See Figure 3.4.) These findings were consistent with INS statistics for the California statewide amnesty population.[3]

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2 Immigration and Naturalization Service, Washington, D.C., Fiscal Year 1988 demographics.

3 Ibid.

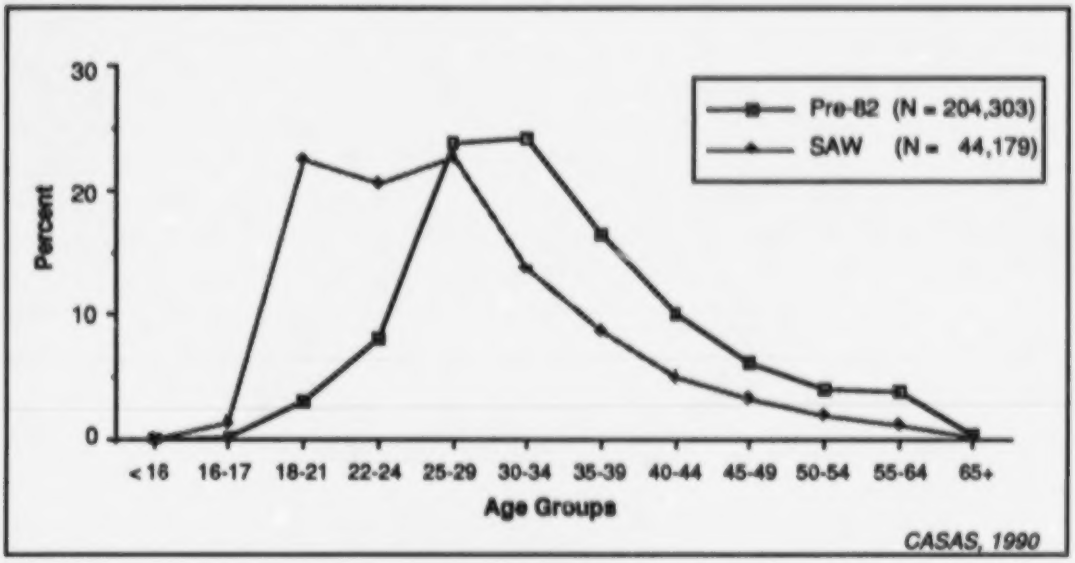

Figure 3.4 – Age of Appraisal Population (Pre-82 vs SAW)

COUNTRY OF CITIZENSHIP

INS reports show the country of citizenship of the majority of newly legalizing persons in California was Mexico with El Salvador and Guatemala also notably represented.[4] Mexico, El Salvador, and Guatemala were also the countries of citizenship of most students in this population. (See Figure 3.5.) An examination of differences between the country of citizenship for Pre-82s and SAWs revealed that proportionately more SAWs than Pre-82s were from Mexico. Approximately ten percent of the Pre-82s were from El Salvador and nearly four percent were from Guatemala. See Figure 3.6 for a comparison of country of citizenship for the two subpopulations.

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[4] Immigration and Naturalization Service, Washington, D.C., Fiscal Year 1988 demographics.

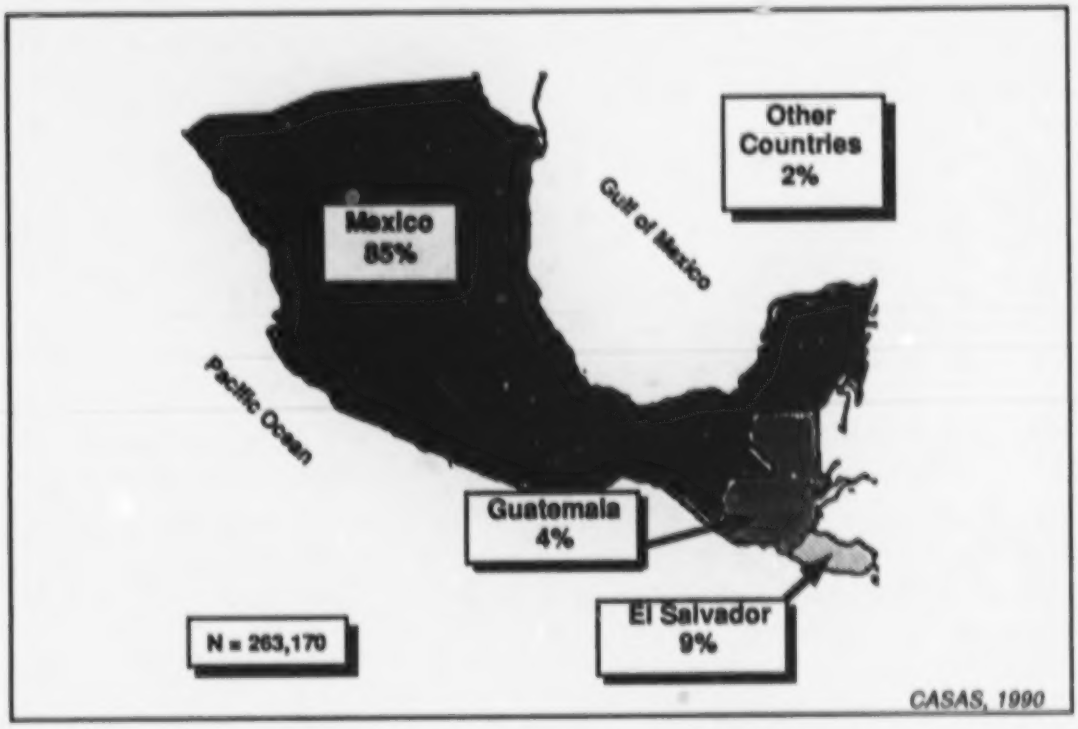

Figure 3.5 – Country of Citizenship (Total Population)

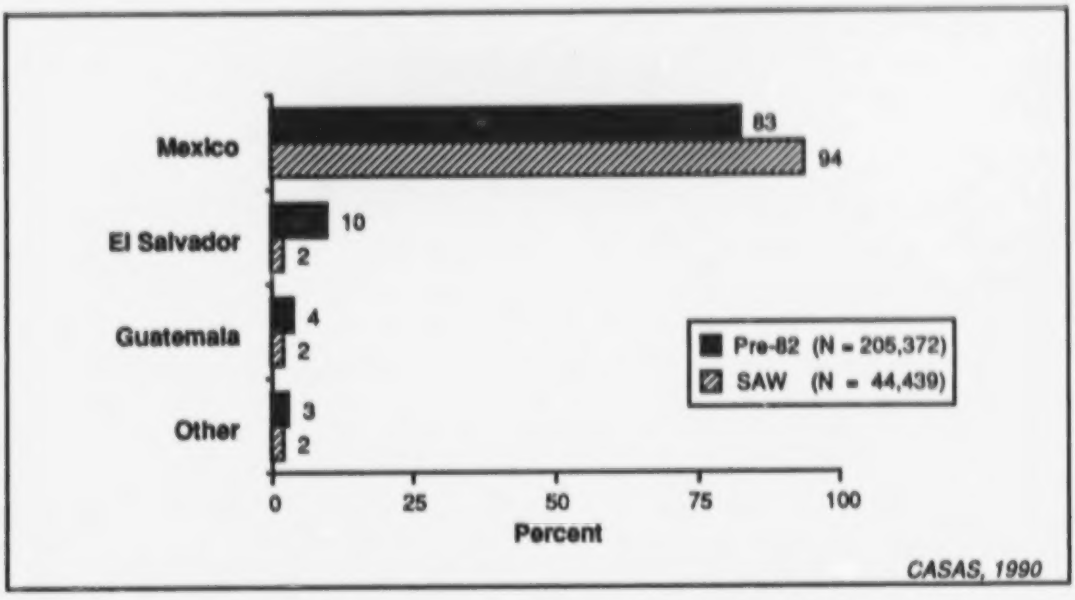

Figure 3.6 – Country of Citizenship (Pre-82 vs SAW)

ETHNIC BACKGROUND AND NATIVE LANGUAGE

Nearly all students in this population were of Hispanic origin (98%) and spoke Spanish as their native language. There were no notable differences between Pre-82s and SAWs on either of these variables.

GEOGRAPHIC REGION

According to the State Department of Education Amnesty Education Office, the required November 1, 1989 enrollment report from 80 percent of the agencies receiving SLIAG funds indicated programs had served 160,180 students from July 1, 1989 through September 30, 1989, the greatest numbers of whom were in the larger metropolitan areas. For Pre-Enrollment Appraisal reporting purposes, the state of California is divided into six geographical regions (Los Angeles, Los Angeles Perimeter, San Diego, Bay Area, Central Valley, and Balance of State). In this study population, the majority of students (nearly 70%) were in Los Angeles and Los Angeles Perimeter. Figure 3.7 presents the distribution of Pre-82s and SAWs showing a clear majority of Pre-82s concentrated in Los Angeles and Los Angeles Perimeter. There was a more equal distribution of SAWs statewide.

	Pre-82s	SAWs
Los Angeles City	61%	25%
LA Perimeter	6%	17%
San Diego	14%	19%
Bay Area	5%	5%
Central Valley	7%	9%
Balance of State	7%	25%
	N=206,094	N= 44,589

CASAS, 1990

Figure 3.7 – Geographic Region (Pre-82 vs SAW)

SUMMARY

Data from the approximately 265,000 IRCA Pre-Enrollment Appraisals for the time period from October 1988 through September 1989 provide a demographic profile of this amnesty education population. This information about their legalization status, gender, age, country of citizenship, ethnic background, native language, and geographic region in which they resided is summarized as follows:

- Of the students tested through September 30, 1989 approximately 82 percent were Pre-82s and 18 percent were SAWs.
- Eighty-six percent of the Pre-82s and half of the SAWs had received Temporary Resident (I-688) cards.
- The 86 percent of Pre-82s in this amnesty education population with approved temporary resident status is consistent with the 90 percent of all Pre-82 applications approved in California as of October 1, 1989. More SAWs in this study population, however, had already been approved as temporary residents (50%) compared to a 39 percent approval rate for SAWs in California.
- In this study population, approximately 44 percent of the students were female and 56 percent male. Among Pre-82s, men and women were represented almost equally (51% and 49%) but SAWs were predominantly male (78%).
- The country of citizenship for most students was Mexico with El Salvador and Guatemala also notably represented.
- Nearly all students were of Hispanic origin and spoke Spanish as their native language.
- Of the six geographical regions used for reporting IRCA Pre-Enrollment Appraisal results, the majority of students (nearly 70%) were in Los Angeles and Los Angeles Perimeter. This was particularly true of Pre-82s; there was a more equal distribution of SAWs statewide.

CHAPTER FOUR:
EDUCATIONAL PROFILE

Although information about the educational background of the amnesty population was limited at the onset of IRCA implementation, planning at the state level necessarily proceeded based upon ten years of adult basic education data for similar populations. Like the demographic profile presented in Chapter Three, the following information was compiled from the available 265,641 IRCA Pre-Enrollment Appraisals for the time period from October 1, 1988 through September 30, 1989. Findings from this extensive database assist in the continued planning of quality educational services for the statewide amnesty population.

This chapter provides an educational profile of this amnesty population. Information about enrollment and utilization through the reporting period includes the types of service providers, and placement into the amnesty education program. Information about educational attainment includes the highest grade completed in their native country and number of years of school in the United States. A system for identifying whether students were new or continuing was implemented on October 1, 1989. This information will be available for subsequent reporting periods.

SERVICE PROVIDER TYPE

As stated in Chapter One, there are three types of educational providers: public adult schools, community colleges, and private non-profit agencies including community-based organizations (CBOs) and qualified designated entities (QDEs). For this reporting period ending September 30, 1989, over 200 approved IRCA agencies provided data including 101 public adult schools, 39 community colleges, and 76 private non-profit agencies.

While public adult schools were the service provider for approximately two-thirds of the statewide IRCA amnesty education student population,[1] they were the service provider for approximately 58 percent of the students in this Pre-Enrollment Appraisal population. This is partially due to the staggered Pre-Enrollment Appraisal implementation dates and also because it is a different database. The type of agency providing service was similar for Pre-82s and SAWs with the exception of community colleges which reported a higher percentage of SAWs than Pre-82s. (See Figure 4.1.)

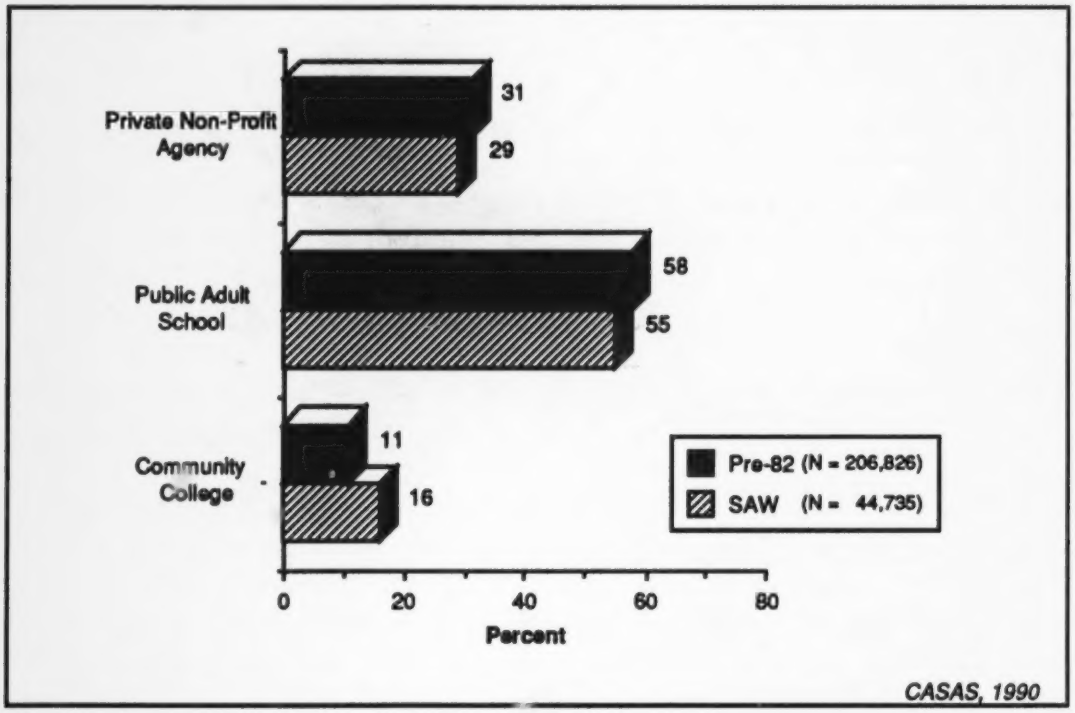

Figure 4.1 — Percent of Total Enrollment by Service Provider (Pre-82 vs. SAW)

PLACEMENT INTO PROGRAM

Approximately three-quarters of all students in this IRCA student population were placed in ESL Low Beginning or ESL Beginning classes because they either were not sufficiently English proficient to be tested or they scored below 200 on the CASAS scale. Nearly one-third had scores indicating that they functioned

[1] California State Department of Education, Amnesty Education Office, Sacramento, CA, September 1989.

minimally, if at all, in English. (See Figure 4.2.) At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs.

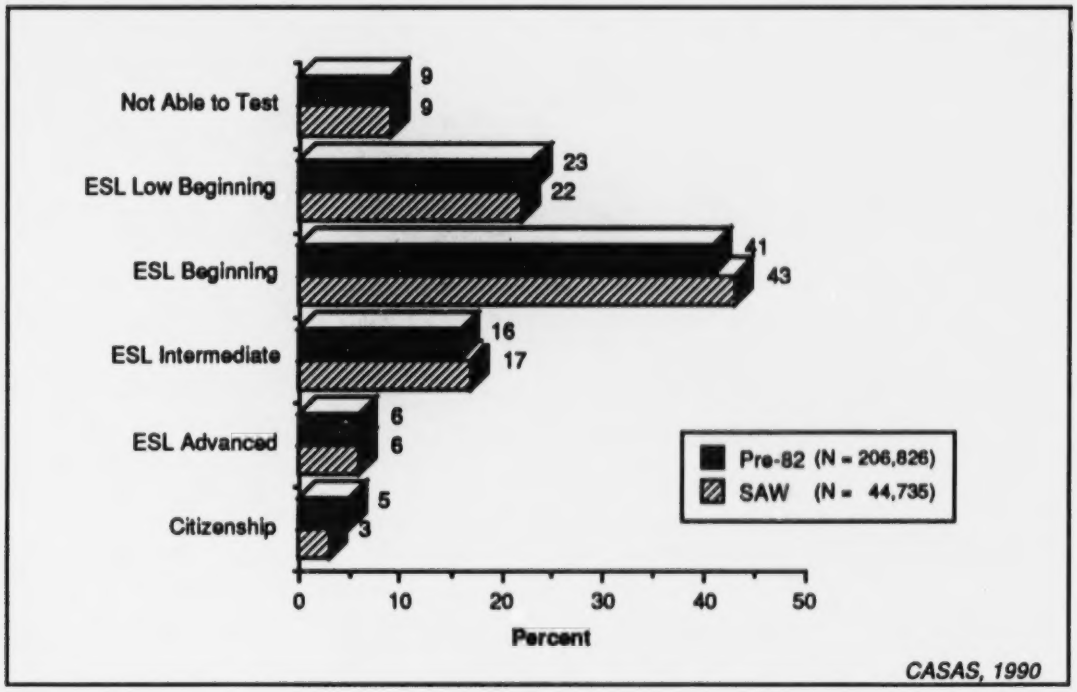

Figure 4.2 — Placement into Program

HIGHEST GRADE COMPLETED IN NATIVE COUNTRY

In general, SAWs in this study population completed more years of school in their native country than Pre-82s. Approximately 67 percent of the Pre-82s and 47 percent of the SAWs completed six or fewer years of education. More SAWs (53%) than Pre-82s (33%) completed seven or more years and at least twice the percent of SAWs completed ten or more years. (See Figure 4.3.) The mean number of years of education completed in the native country was 6.5 overall, 6.3 for Pre-82s and 7.7 for SAWs. Students enrolled in community college classes had completed slightly more years of education in their native country than those enrolled in public adult schools or private non-profit agencies.

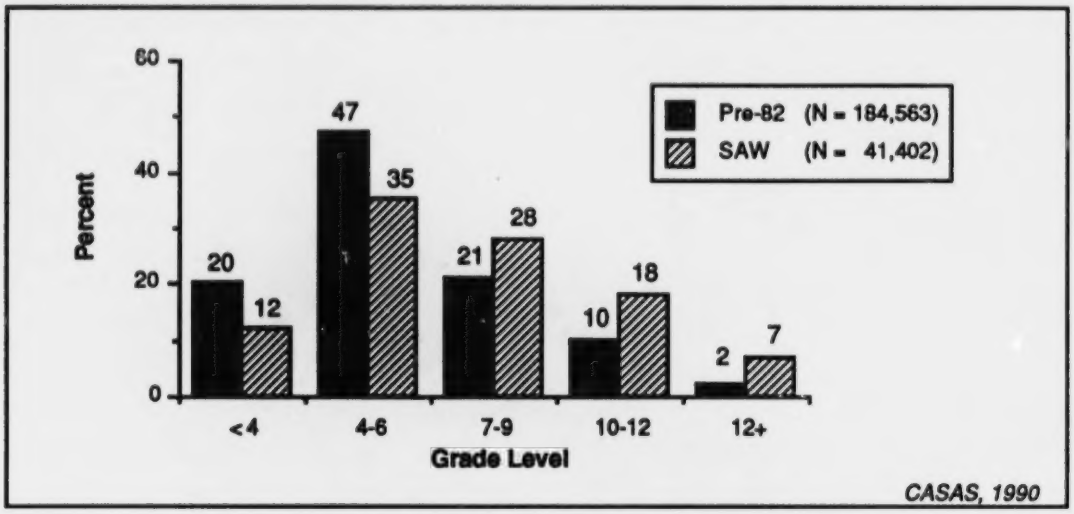

Figure 4.3 — Highest Grade Completed in Native Country

The large numbers of Pre-82s and SAWs that completed six, nine, and twelve years of school in their native country suggest a pattern of completing a curriculum quantitatively, though perhaps not qualitatively, comparable to our elementary, junior high, and high school system. Nearly twice as many Pre-82s, however, completed six or fewer years of education in their native country compared to those completing more than six years. A greater percentage of women (66%) than men (61%) completed six or fewer years of school in their native country. Also, SAWs in this IRCA Pre-Enrollment Appraisal population were generally better educated than Pre-82s.

YEARS OF SCHOOL IN UNITED STATES

Based upon the approximately one-third of the students for whom data were available, the majority of both Pre-82s (89%) and SAWs (92%) had not completed the equivalent of one academic year of school in the United States. More Pre-82s than SAWs had completed the equivalent of one or more academic years of school in the United States. This is possibly related to Pre-82s' longer length of time in this country.

SUMMARY

Data were compiled from the approximately 265,000 IRCA Pre-Enrollment Appraisals for the time period from October 1, 1988 through September 30, 1989 to provide an educational profile of this amnesty student population including program participation and educational attainment. Highlights from that profile are as follows:

- Public adult schools in this sample provided services to more than half (58%) of this population. Private non-profit agencies including community-based organizations (CBOs) and qualified designated entities (QDEs) provided services to 30 percent and community colleges to 12 percent.
- Almost 75 percent of all students in this IRCA student population were placed in ESL Low Beginning or Beginning classes because they either could not be tested or they scored below 200 on the CASAS scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs.
- The majority of both Pre-82s (89%) and SAWs (92%) had not completed the equivalent of one academic year of school in the United States.
- The mean number of years of education completed in the native country was 6.5 overall, 6.3 for Pre-82s, and 7.7 for SAWs. Sixty-seven percent of the Pre-82s and 47 percent of the SAWs completed six or fewer years. Nearly all (88%) of the Pre-82s and three-quarters of the SAWs completed nine or fewer years of education in their native country.

CHAPTER FIVE:
FINDINGS

IRCA PRE-ENROLLMENT APPRAISAL TEST SCORE CHARACTERISTICS

IRCA student test performance standards are based on ten years of CASAS statewide achievement data from Adult Basic Education (ABE) and English as a Second Language (ESL) students enrolled in ABE/ESL programs throughout California. Test score performance on the Listening and Reading portions of the Pre-Enrollment Appraisal is presented below. These data provide an English language proficiency profile of the students and their placement into programs, and have implications for educational services being provided throughout the state. A description of the levels of ability for program placement which is found in Appendix A is summarized below to enhance readability and to facilitate interpretation.

Participating agencies and organizations use CASAS test results to describe the English language proficiency levels of their ESL participants. A standard way to define the degree of course difficulty and individual student proficiency helps students transfer efficiently from one level or program to another, and helps ensure an accurate and consistent monitoring of program results among participant agencies.

Scale score ranges for the Listening and Reading portions of the Pre-Enrollment Appraisal have been identified for three general functional levels of ability:

Level	Ability	CASAS Scores
A	Beginning	163-199
B	Intermediate	200-214
C	Advanced	215 and above

Level A

At best, students scoring at Level A function with difficulty in situations related to immediate needs—they have limited ability to satisfy basic survival needs and social demands. These scores suggest an inability to provide basic personal identification in written form, read basic warning and safety signs, or fill out a simple job application form. Scores in this range indicate less than the minimal level of English language proficiency required to function successfully in the community, in job training programs, and in the workplace.

Level B

Students scoring at Level B have difficulty in performing basic literacy tasks and computational skills in a functional setting related to employment. Students at this level generally lack the literacy and English language skills needed to participate in citizenship classes but with assistance should be capable of participating successfully in citizenship instruction in an ESL classroom and satisfy some basic survival needs and limited social demands.

Level C

As stated in Chapter Two, a score of 215 on the CASAS scale constitutes a generally accepted minimal functioning literacy benchmark. A score of 215 indicates that a person has demonstrated the basic skills that are ordinarily taught in first through sixth grades. Students scoring at Level C can satisfy most survival needs, routine work and social demands and should be able to function successfully in citizenship instruction.

IRCA PRE-ENROLLMENT APPRAISAL TEST SCORE RESULTS

Listening Scores

The Listening portion of the IRCA Pre-Enrollment Appraisal assesses a person's ability to apply basic listening skills in a functional context. Specific competencies required for normal day-to-day functioning such as using the telephone, interpreting clock time, and following simple instructions are measured.

Eighty-nine percent of all students in this IRCA Pre-Enrollment Appraisal population scored below the legislatively established minimal literacy benchmark (CASAS score 215) on the Listening portion of the IRCA Pre-Enrollment Appraisal. The majority of the Pre-82s and SAWs scored below 200, the beginning level of ability. Approximately 21 percent of both groups scored at the intermediate level (CASAS scores 200-214) and less than 12 percent of the Pre-82s and SAWs scored 215 or higher. Listening test score performance was similar for Pre-82s and SAWs with the greatest difference in the percent scoring at or above 215. (See Figure 5.1.)

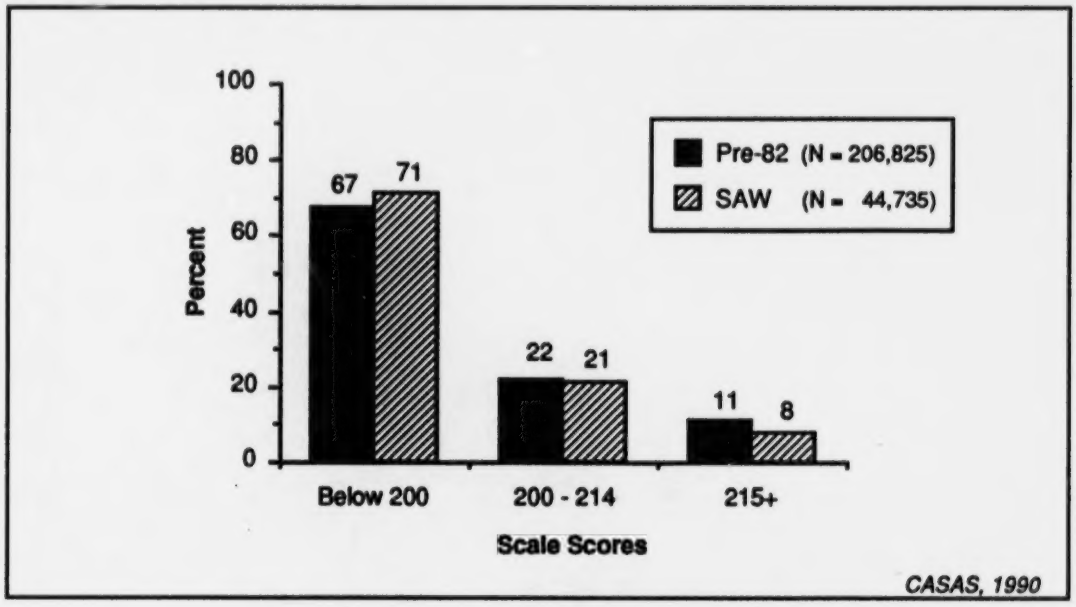

Figure 5.1 - Listening Scale Scores (Pre-82 vs SAW)

The mean listening score was 184 for Pre-82s and 183 for SAWs.[1] Persons scoring in this range are likely to lack the basic skills needed to adequately function on a day-to-day basis. They will have difficulty using the telephone, following simple instructions to locate something, or following directions to places within a building or on the street. In other words, persons scoring at these levels will generally function in a very limited way in situations related to their immediate needs. An overwhelming number of these amnesty students would clearly be unable to function successfully in the workplace, job training programs, or the community at large.

Listening Scores Reported by Gender

A comparison of listening test score performance by gender for both Pre-82s and SAWs is presented in Table 5.1. While a smaller percentage of Pre-82 females than Pre-82 males scored at or above 215, a slightly greater percentage of Pre-82 females than SAW males scored at that level. The percentage scoring at or above CASAS 215 on the Listening Test was lowest for SAW females, 94 percent of whom scored below CASAS 215.

Table 5.1 - Listening Scale Scores by Gender

	Scale Scores			
	Below 200	200 - 214	215 +	
Pre-82				
Male	62 %	24 %	14 %	N = 103,727
Female	71	20	9	N = 33,515
SAW				
Male	70	22	8	N = 97,426
Female	76	18	6	N = 9,640

CASAS, 1990

[1] Mean scores were derived from a combination of actual test scores for those who were able to take the test as well as inferred scores of 160 for those who were at such a low level of English language proficiency that they could not attempt the test.

Listening Scores Reported by Age

An analysis of the relationship between listening scores and age disclosed a clear pattern of lower scores for students 35 and older and particularly for those aged 45 and older for both Pre-82s and SAWs. As reported in Chapter Three, approximately 26 percent of the Pre-82s and 14 percent of the SAWs were between ages 35 and 44. Additionally, approximately 14 percent of the Pre-82s and six percent of the SAWs were aged 45 and older. The percent of the total population scoring at or above CASAS 215 was almost identical in each age category for those aged 34 and under but distinctly different for Pre-82s and SAWs. Listening test scores were generally low for all students, however, regardless of age. (See Table 5.2.)

Table 5.2 Listening Scale Scores by Age

	Scale Scores								
	Pre-82			SAW			Total		
Age	Below 200	200-214	215+	Below 200	200-214	215+	Below 200	200-214	215+
Under 25	57 %	27 %	16 %	69 %	23 %	8 %	63 %	25 %	12 %
25 - 34	61	25	14	69	22	9	63	25	12
35 - 44	71	20	9	78	16	6	72	19	9
45 +	86	10	4	86	10	4	86	10	4
	N = 204,303			N = 44,179			N = 261,505		

CASAS, 1990

Listening Scores Reported by Geographic Region

For IRCA Pre-Enrollment Appraisal reporting purposes, the state of California is divided into six geographic regions: the city of Los Angeles, Los Angeles Perimeter, San Diego, Bay Area, Central Valley, and Balance of State. Analysis of listening scores by region disclosed an almost identical pattern for LA City, LA Perimeter, and San Diego in the distribution of scores for both Pre-82s and SAWs—approximately 89 percent scored below and 11 percent above CASAS 215. Eighty-six percent of students in the Bay Area scored below CASAS 215 as did more than 90 percent in the Central Valley and Balance of State. (See Table 5.3.) As reported in Chapter Three, SAWs represented a higher percentage of the IRCA Pre-Enrollment Appraisal population in the last two geographic regions.

Listening test scores were generally lower for SAWs, ranging from 90 to 96 percent scoring below CASAS 215 throughout the six regions of the state. Listening scores were notably low in the Central Valley where only seven percent of the Pre-82s and four percent of the SAWs scored at or above CASAS 215.

Table 5.3 - Listening Scale Scores by Geographic Region

	Scale Scores							
	Pre-82				SAW			
Region	Below 200	200-214	215+		Below 200	200-214	215+	
LA City	69 %	20 %	11 %	N = 126,847	71 %	20 %	9 %	N = 11,072
LA Perimeter	61	27	12	N = 29,161	67	25	8	N = 7,594
San Diego	62	25	13	N = 11,728	72	20	8	N = 8,653
Bay Area	60	26	14	N = 15,256	64	26	10	N = 2,299
Central Valley	73	20	7	N = 9,827	79	17	4	N = 4,043
Balance of State	65	24	11	N = 14,006	73	20	7	N = 11,074

CASAS, 1990

Listening Scores Reported by Service Provider Type

ESL classes for legalization were offered by three types of service providers: adult schools, community colleges, and private non-profit agencies. Students enrolled in community colleges were generally more likely to score higher on the Listening portion of the Pre-Enrollment Appraisal than students enrolled in adult schools and private non-profit agencies. (See Figure 5.2.)

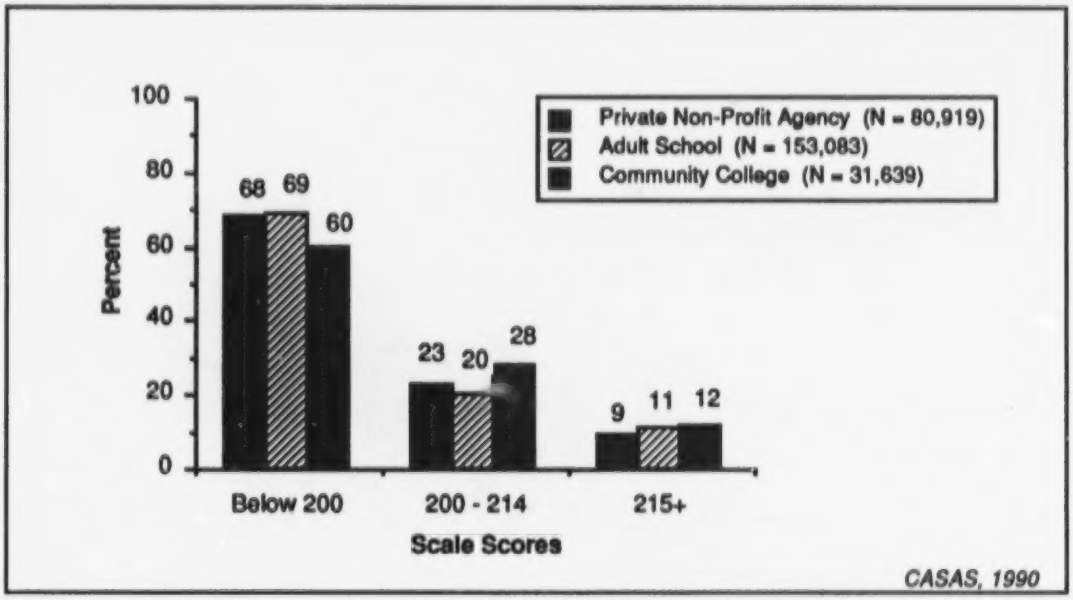

Figure 5.2 - Listening Scale Scores by Service Provider Type

Listening Scores Reported by Highest Grade Completed in Native Country

A clear pattern between grade level completed in the native country and listening test scores was identified. The likelihood of scoring at or above CASAS 215 increased in conjunction with increasing levels of education. Listening test scores at or above CASAS 215, for example, ranged from three to eight percent for those who completed six or fewer years of school in their native country but were in the 25 to 27 percent range for persons who completed more than nine years. (See Table 5.4.)

Table 5.4 - Listening Scale Scores by Highest Grade Completed in Native Country

Grade Level	Scale Scores: Pre-82			SAW			Total		
	Below 200	200-214	215+	Below 200	200-214	215+	Below 200	200-214	215+
<4	85 %	11 %	4 %	90 %	8 %	2 %	88 %	11 %	3 %
4 - 6	69	22	9	81	15	4	71	21	8
7 - 9	49	32	19	66	26	8	53	31	16
10 - 12	39	32	29	54	31	15	44	31	25
12 +	37	30	33	46	35	19	41	32	27
	N = 184,563			N = 41,402			N = 237,353		

CASAS, 1990

READING SCORES

The Reading portion of the IRCA Pre-Enrollment Appraisal assesses a person's ability to apply basic reading skills in a functional context. Specific competencies required for normal day-to-day functioning along with the ability to interpret information about U.S. history and government are measured. Test score performance, for example, indicates whether or not students would be able to follow directions on a city map, to interpret a basic application form, or to identify months and dates on a calendar.

Eighty-six percent of all students in this study population scored below the minimal literacy benchmark (CASAS 215) on the Reading portion of the IRCA Pre-Enrollment Appraisal. Approximately 70 percent of this group scored below 200, the beginning level of ability. Seventeen percent of both groups scored at the intermediate level (CASAS scores 200-214) and 14 percent of both Pre-82s and SAWs scored 215 or higher. Test score performance was nearly identical for both Pre-82s and SAWs. (See Figure 5.3.)

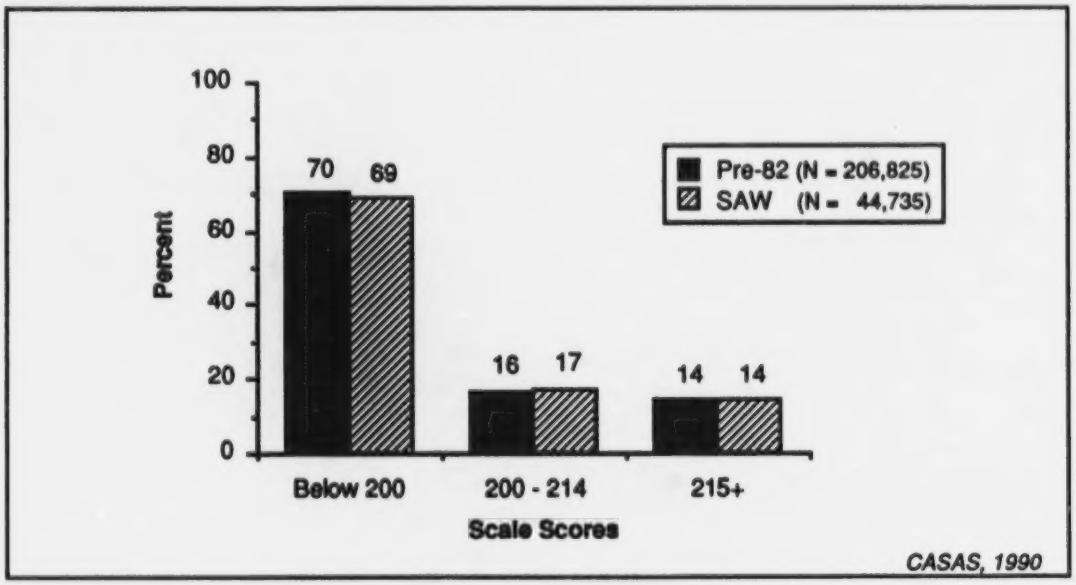

Figure 5.3 – Reading Scale Scores (Pre-82 vs SAW)

Comparative Reading Scores

The mean reading score of 185 for this IRCA population is significantly lower than the largely non-IRCA statewide adult ESL population for 1987-88, which was used as the basis for the State Department of Education's original projections about the English language proficiency level and needs of the amnesty population. The mean reading score for that population (N=11,676) was 208.[2] In the largely non-IRCA adult ESL population, 65 percent scored below CASAS 215 compared to 86 percent who scored below 215 in the IRCA Pre-Enrollment Appraisal population. There was an even more pronounced difference between the mean reading score of 185 for this IRCA Pre-Enrollment Appraisal

[2] CASAS, ABE/ESL Final Report, 1987-88.

population compared to the mean reading score of 232 for the GAIN Appraisal population (N=113,316) who were participants in Calfornia's welfare reform program.[3] (See Appendix B for an overview of the GAIN program.) Comparative reading test score performance is presented in Figure 5.4.

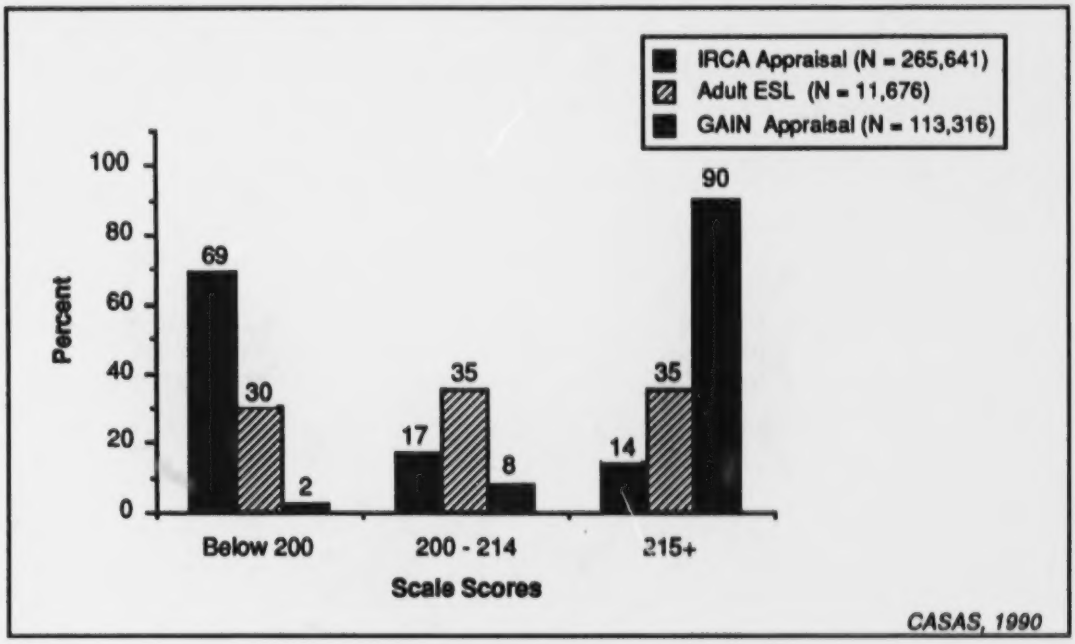

Figure 5.4 - Comparative Reading Scores: IRCA Appraisal, Adult ESL, and GAIN Appraisal

The mean reading test score performance for the IRCA Pre-Enrollment Appraisal population suggests that on the average, students would have the ability to read and interpret simplified forms that include name, address, telephone number, and dates, and the ability to read very simple signs but that they will generally function in a very limited way in situations related to their immediate needs. Seventy percent of this IRCA student population would have difficulty reading basic warning or safety signs, or filling out a simple job application. In sum, overwhelming numbers of these amnesty students would not be able to function successfully in the workplace or job training programs or in the community at large.

Approximately 17 percent of the IRCA Pre-Enrollment Appraisal population would be able to satisfy some basic survival needs and routine social demands

[3] CASAS, GAIN Appraisal Program, Third Report, August 1989.

and another 14 percent would be able to satisfy most survival needs and limited social demands related to reading. Unlike 72 percent of the GAIN population who scored CASAS 225 or higher, only five percent of the Pre-82s and SAWs in this IRCA Pre-Enrollment Appraisal population scored at that level indicating they could satisfy high school level reading-related survival needs, perform routine work and social demands, and participate effectively in social and familiar work situations.

Reading Scores Reported by Gender

Reading test score performance was examined by gender for Pre-82s and SAWs. A smaller percentage of both Pre-82 and SAW females scored at or above CASAS 215 than males in both groups. Like listening test score performance reported earlier, a higher percentage of Pre-82 males than Pre-82 females scored at or above CASAS 215 on the Reading Test. Unlike listening test score performance, however, the percentage of SAW and Pre-82 females who scored at or above CASAS 215 was similar. These findings may be related to the greater percentage of women who completed six or fewer years of school in their native country, as reported earlier. (See Table 5.5.)

Table 5.5 - Reading Scale Scores by Gender

	Scale Scores			
	Below 200	200 - 214	215 +	
Pre-82				
Male	66 %	18 %	16 %	N = 103,727
Female	73	15	12	N = 33,515
SAW				
Male	68	18	14	N = 97,426
Female	74	15	11	N = 9,640

CASAS, 1990

Reading Scores Reported by Age

An analysis of the relationship between reading test score performance and age disclosed a pattern similar to that for listening test scores and age reported earlier. A clear pattern of lower scores was seen for students over 35 years of age

and particularly for students aged 45 and older. Eighty-nine percent of all students 35 to 44 years of age scored below CASAS 215 as did 95 percent of those aged 45 and older. Extremely large numbers of students scored below CASAS 215 on the Reading portion of the IRCA Pre-Enrollment Appraisal in all age categories. (See Table 5.6.)

Table 5.6 - Reading Scale Scores by Age

	Scale Scores								
	Pre-82			SAW			Total		
Age	Below 200	200-214	215+	Below 200	200-214	215+	Below 200	200-214	215+
Under 25	80 %	21 %	19 %	67 %	19 %	14 %	63 %	20 %	17 %
25 - 34	61	25	14	67	18	15	65	19	16
35 - 44	71	20	9	75	14	11	74	15	12
45 +	86	10	4	86	8	6	87	8	5
	N = 204,303			N = 44,179			N = 261,505		

CASAS, 1990

Reading Scores Reported by Geographic Region

Reading scores, like listening scores, varied by geographic region. The range of scores in the advanced level (CASAS 215 and above) was from nine to 17 percent with the greatest percentage of students scoring at or above CASAS 215 in the San Diego region. Differences in test score performance were particularly apparent in the Central Valley which had the greatest percentage of students scoring below 200 (75%) and the lowest percentage of students scoring in the advanced level. (See Table 5.7.)

Reading test scores for students in the Central Valley were notably low for both Pre-82s and SAWs. Only nine percent of both groups scored at or above CASAS 215 on the Reading portion of the IRCA Pre-Enrollment Appraisal. A higher percentage of Pre-82s than SAWs in the Bay Area and San Diego scored at or above the established literacy benchmark on the reading test while SAWs in the Los Angeles City and Perimeter regions scored slightly higher than Pre-82s.

Table 5.7 – Reading Scale Scores by Geographic Region

Region	Scale Scores: Pre-82 Below 200	Pre-82 200-214	Pre-82 215+	Pre-82	SAW Below 200	SAW 200-214	SAW 215+	SAW
LA City	71 %	15 %	14 %	N = 126,847	69 %	18 %	15 %	N = 11,072
LA Perimeter	67	20	13	N = 29,161	63	22	15	N = 7,594
San Diego	65	18	17	N = 11,728	67	17	16	N = 8,653
Bay Area	66	18	16	N = 15,256	68	19	13	N = 2,299
Central Valley	76	16	8	N = 9,827	75	18	9	N = 4,043
Balance of State	69	18	13	N = 14,006	73	16	11	N = 11,074

CASAS, 1990

Reading Scores Reported by Service Provider Type

Differences in reading scores were identified for the three types of service providers who offered ESL classes for legalization, namely, adult schools, community colleges, and private non-profit agencies. A greater percentage of students enrolled in community colleges scored above CASAS 215 compared to private non-profit agencies and adult schools. (See Figure 5.5.)

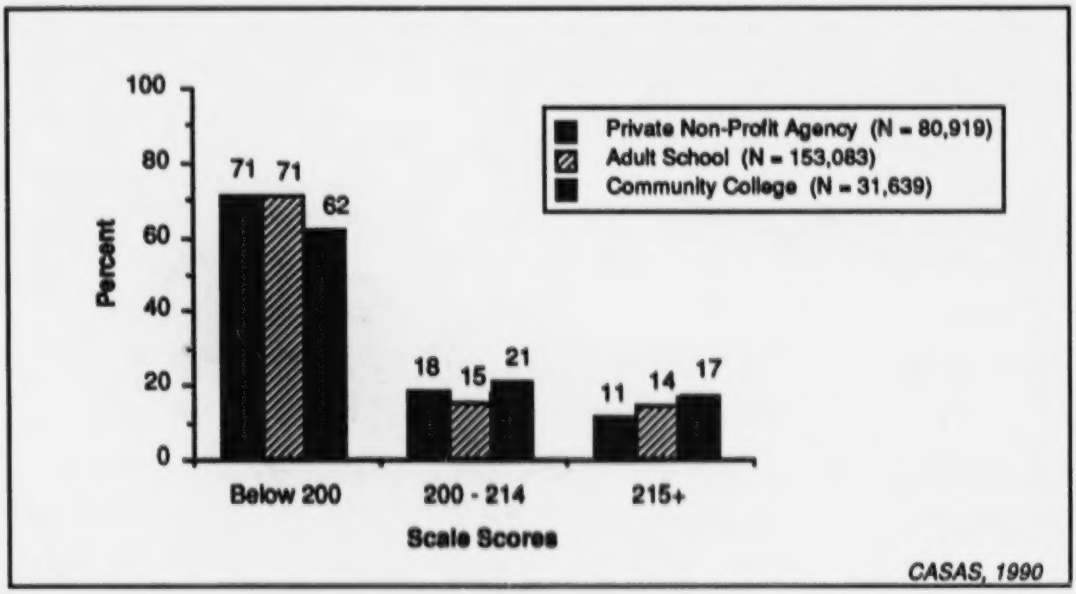

Figure 5.5 – Reading Scale Scores by Service Provider Type

Reading Scores Reported by Highest Grade Completed in Native Country

A clear relationship between grade level completed in the native country and reading test scores was identified. The likelihood of scoring at or above CASAS 215 on the Reading portion of the IRCA Pre-Enrollment Appraisal increased in conjunction with increasing levels of education in the student's native country. For example, less than twelve percent of the students who completed six or fewer years of school in their native country scored at or above CASAS 215 on the Reading Test. However, for persons who completed more than nine years of education in their native country, the percentages of students scoring at or above CASAS 215 were higher on the Reading Test (36% to 45%) than reported for the Listening Test. (See Table 5.8.)

Table 5.8 - Reading Scale Scores by Highest Grade Completed in Native Country

Grade Level	Scale Scores: Pre-82 Below 200	Pre-82 200-214	Pre-82 215+	SAW Below 200	SAW 200-214	SAW 215+	Total Below 200	Total 200-214	Total 215+
<4	89 %	8 %	3 %	93 %	5%	2 %	90 %	7 %	3 %
4 - 6	73	18	9	83	13	4	75	17	8
7 - 9	50	25	25	61	24	15	53	25	22
10 - 12	39	22	39	46	25	29	41	23	36
12 +	36	17	47	36	22	42	36	19	45
	N = 184,563			N = 41,402			N = 237,353		

CASAS, 1990

As reported earlier, the mean number of years of education completed in the native country was higher for SAWs (7.7) than Pre-82s (6.3). While SAWs had completed a slightly greater number of years of education, it was also reported earlier that they scored about the same as Pre-82s on the Reading Test. These findings appear to be incongruent with the relationship between years of education in the native country and reading scores presented above. However, they may be explained, to some extent, by the fewer number of years that SAWs have been in the United States.

COMBINED LISTENING AND READING SCORES

Reading and listening competency levels are indicative of a person's ability to function effectively in the community and social environment or workplace. Quality day-to-day functioning, however, requires proficiency in both of these areas. The presence of verbal ability in English without a corresponding ability to read and write in English will be a limiting factor in job performance and community involvement and will generally present a barrier to sociocultural assimilation.

The correspondence between listening and reading scores in this IRCA population suggests that even the small percentage who scored at or above CASAS 215 on either the Listening (10%) or Reading (13%) portion of the IRCA

Pre-Enrollment Appraisal will experience difficulty in everyday functioning in their social, community, and work environments. Only six percent of the total population scored at or above CASAS 215 on both the listening and reading tests and could be considered functionally literate in English. The majority (62%) scored below 200 on both the Listening and Reading Tests. (See Table 5.9.) The implications of these results are far-reaching in terms of educational planning and delivery of services and also for the quality of day-to-day functioning for this student population. These students need instruction that emphasizes both listening and reading comprehension to maximize their ability to learn English efficiently.

Table 5.9 – Listening Scale Scores by Reading Scale Scores for the Total Population

Reading Score	Listening Score: Below 200	Listening Score: 200 - 214	Listening Score: 215+	Row No. Row %
Below 200	164,160 89% 91% 62%	18,079 10% 32% 7%	2,958 1% 10% 1%	185,197 100% 70%
200 - 214	13,084 30% 7% 5%	23,227 52% 41% 9%	7,824 18% 28% 3%	44,135 100% 17%
215+	2,964 8% 2% 1%	15,527 43% 27% 6%	17,818 49% 62% 6%	36,309 100% 13%
Column No. Column %	180,208 68%	56,833 22%	28,600 10%	265,641 100.0%

How to Read Each Cell
Number (N)
Row %
Column %
Total %

Scored below 215 (83%)

Scored 215 or above (6%)

CASAS, 1990

SUMMARY

Test score findings for the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal clearly demonstrate that an overwhelming number of amnesty students would have difficulty functioning successfully in the workplace, job training programs, or the community. The majority of students scored below the legislatively established minimal literacy benchmark (CASAS 215) on both the Listening and Reading portions of the Pre-Enrollment Appraisal. The major test score findings are summarized below.

- Eighty-nine percent scored below CASAS 215 on the Listening Test. The mean listening score of 184 indicates that almost 90 percent of these students have not sufficiently mastered specific competencies required for normal everyday functioning such as using the telephone and following simple directions.
- Approximately 86 percent scored below CASAS 215 on the Reading Test. The mean reading score of 185 is significantly lower than the mean reading score of 208 for the largely non-IRCA adult ESL population in 1987-88 and the mean score of 232 for the GAIN Appraisal (welfare reform) population for 1986-89. Thus, more than 85 percent of the IRCA population students would experience difficulty reading basic warning or safety signs or filling out a simple job application.
- Fourteen percent of the Pre-82 males scored 215 or higher on the Listening Test compared with SAW males (8%) or Pre-82 and SAW females (9% and 6% respectively). Reading test scores were generally lower for both Pre-82 and SAW females than males in both groups.
- A clear pattern of lower scores on both the Listening and Reading Tests was identified for students over 35 years of age and particularly for students aged 45 and older.
- Analysis of regional data revealed geographical differences in test score performance for both tests. Listening and reading test scores were notably low in the Central Valley.

- Students enrolled in community colleges were generally more likely to score higher on both the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal than were students enrolled in adult schools and private non-profit agencies.
- A relationship between both listening and reading scores and the number of years of school completed in the native country was identified. In general, those with higher levels of previous education were more likely to score at or above CASAS 215 with the exception of SAWs' performance on the Reading Test. While SAWs had completed a slightly higher number of years of education, they scored about the same as Pre-82s on the Reading Test.
- An even smaller percentage of students scored at or above CASAS 215 on both the Listening and Reading portion of the IRCA Pre-Enrollment Appraisal. Only seven percent of the Pre-82s and five percent of the SAWs scored at this level and could be considered functionally literate in English. The remaining 93 to 95 percent will experience difficulty in everyday functioning in their social, community, and work environments.

CHAPTER SIX:
SUMMARY AND IMPLICATIONS

The Immigration Reform and Control Act (IRCA) of 1986 provided the opportunity for large numbers of persons who had been living in the United States illegally to obtain legal resident status and eventually to qualify for citizenship. A key aspect of the IRCA legislation is recognition of the important role of education in the legalization process.

The educational component of the legalization process is unprecedented in immigration policy. Specifically, Phase II of the amnesty process requires Pre-82s qualifying under IRCA to demonstrate that they either (1) have a minimal understanding of ordinary English and U. S. History, or (2) are "satisfactorily pursuing" a course of study (at least 40 hours of a 60-hour course) recognized by the U.S. Attorney General. While SAWs do not have an educational requirement, the same educational opportunity is afforded them.

There are an estimated 1.6 million newly legalized persons (NLPs) in California, most of whom are adults. According to the State Department of Education's original proposal, it was estimated that approximately 983,000 NLPs would enroll in English as a Second Language (ESL) or ESL/Citizenship classes. In consideration of the impact of this population on the adult education system in California, State Legalization Impact Assistance Grants (SLIAG) were authorized under IRCA to reimburse states for provision of educational and other designated services to NLPs. SLIAG funding provided the opportunity to temporarily expand the adult education system capacity.

Based on guidelines established by California's lead agencies responsible for SLIAG implementation and the State Legislature, the California State Department of Education implemented a statewide educational data management and reporting system. The IRCA Pre-Enrollment Appraisal was developed by the Comprehensive Adult Student Assessment System

(CASAS) to document the SLIAG eligibility of newly legalized persons, to identify salient demographic characteristics of the amnesty population, and to assess the basic listening and reading skills of NLPs enrolled in legalization educational programs. It additionally provides the means for appropriate student placement into program levels and assists in educational needs assessment and consistent monitoring of program results.

This report presents the initial results of the IRCA Pre-Enrollment Appraisal including a demographic and educational profile of the California amnesty student population and a summary of test score performance on the Listening and Reading Tests. Summary data for this report were derived from over 265,000 Pre-Enrollment Appraisals received from over 200 educational agencies and processed by CASAS for the 12-month period from October 1, 1988 through September 30, 1989.

DEMOGRAPHIC CHARACTERISTICS

Most of the students in this IRCA Pre-Enrollment Appraisal population were Pre-82s with temporary resident status (86%). The remainder were SAWs and Pre-82s who either had adjusted to permanent resident status or whose applications for temporary residence had not yet been adjudicated. This IRCA population was predominantly Hispanic (98%) and between the ages of 25 and 44 (70%). Among the Pre-82s, men and women were represented almost equally (51% and 49%) but SAWs were predominantly male (78%). Most students were from Mexico (85%) and spoke Spanish as their native language (98%).

EDUCATIONAL PROFILE

Educational data for this IRCA Pre-Enrollment Appraisal population included information regarding system enrollment and utilization and students' educational attainment. Large numbers of students are entering the California educational system with little or no previous education and are not literate in either their native language or English. Most students in the IRCA Pre-Enrollment Appraisal population completed six or fewer years of education in their native country. The mean number of years of education completed in their native country was 6.5. Most students had not completed the equivalent of one academic year of school in the United States. More than half (58%) of the students were attending public adult schools. Private non-

profit agencies provided services to 30 percent and community colleges to 12 percent of the students.

Approximately three-fourths of all students in this IRCA population were placed in ESL Low Beginning or Beginning classes because they either could not be tested or they scored below 200 on the CASAS scale. Nearly one-third had scores indicating that they functioned minimally, if at all, in English. At best, persons in this group would have difficulty functioning in situations related to their immediate survival needs within the community and workplace.

SUMMARY TEST SCORE FINDINGS

A score of 215 on the IRCA Pre-Enrollment Appraisal is the minimum adult literacy benchmark established in the state of California. The majority of students scored below CASAS 215 on both the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal. This low level of test score performance held true for an overwhelming majority of students regardless of their legalization status, gender, age, or geographic region. Following are highlights of test score performance.

- Most students scored below CASAS 215, the minimal literacy benchmark established in California, on the Listening (89%) and Reading (86%) portions of the IRCA Pre-Enrollment Appraisal.
- The mean listening score of 184 and mean reading score of 185[1] indicate that more than 85 percent of these students have not sufficiently mastered basic competencies required for normal everyday functioning such as using the telephone, interpreting clock time, and following simple directions. Most would experience difficulty reading basic warning or safety signs, or filling out a simple job application.
- The mean reading score of 185 for this IRCA population is significantly lower than the mean of both the largely non-IRCA statewide adult ESL population for 1987-88 (mean=208) and the GAIN Appraisal population (mean=232).

[1] Mean scores were derived from a combination of actual test scores for those who were able to take the test as well as inferred scores of 160 for those who were at such a low level of English language proficiency that they could not attempt the test.

- Unlike 72 percent of the GAIN population who scored CASAS 225 or higher, only five percent of the students in this IRCA Pre-Enrollment Appraisal population could satisfy high school level reading-related survival needs, perform routine work and social demands, and participate effectively in social and familiar work situations.
- Reading test scores were generally lower for females than males. Listening test scores were highest for Pre-82 males and lowest for SAW females, 94 percent of whom scored below CASAS 215.
- A clear pattern of lower scores on both the Listening and Reading Tests was identified for students over 35 years of age and particularly for students aged 45 and older.
- Analysis of regional data revealed geographical differences in test score performance for both tests. Listening and reading scores were notably low in the Central Valley where approximately three-fourths of both groups had listening and reading scores below CASAS 200.
- A greater percentage (17%) of students enrolled in community colleges scored at or above CASAS 215 compared with those enrolled in private non-profit agencies (11%) or public adult schools (14%).
- In general, those with higher levels of previous education were more likely to score at or above CASAS 215 with the exception of SAWs' performance of the Reading Test. SAWs had completed slightly more years of education but scored about the same as Pre-82s on the Reading Test.
- Only seven percent of the Pre-82s and five percent of the SAWs scored at or above CASAS 215 on both the Listening and Reading portions of the IRCA Pre-Enrollment Appraisal. The remaining 93 to 95 percent are not considered functionally literate in English.

IMPLICATIONS

The above findings have implications for both short- and long-range planning of educational services for the newly legalized population in California. These test score findings indicate that English skills for most students in this IRCA Pre-Enrollment Appraisal population are less than adequate to meet day-to-day needs necessary for functioning in the community and workplace. Many experience difficulty using the telephone, telling time, reading signs, following directions, or filling out a job application. Without these basic survival skills, the quality of everyday life leaves much to be desired. Even for those whose English proficiency is adequate for day-to-day functioning, it is generally agreed that a minimal level of proficiency will inhibit if not preclude upward mobility in the workplace or full integration into the mainstream of our society.

A recent paper presented to the Adult Literacy Focus Group at the California Education Summit stated that

> "The future personal welfare and earning power of this population rests in large measure on their acquisition of educational and linguistic competencies that will allow them to function effectively and compete successfully in the labor market of the 1990s."[2]

The inherent obstacles to assimilation resulting from inadequate English language proficiency are evident. The low test score findings presented in this report strongly support continued need for educational services for the legalizing population in order for them to overcome these obstacles. Ninety-three percent of the students in this IRCA Pre-Enrollment Appraisal population scored below CASAS 215 on either the Listening or Reading Test or both.

Aggregate findings derived from this sizable IRCA Pre-Enrollment Appraisal study population focus attention on the educational needs of the amnesty student population in California. The numbers of students who are not literate in their native language or English exacerbate the delivery of services

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2 State Department of Education, Amnesty Education Office. Sacramento, CA. "Amnesty Students and Their Impact on Adult Literacy," 6, photocopied,1989.

to this population. Educational service providers in California have reported 40 or more percent of their students as being "double illiterate." [2]

As illustrated in Chapter Four, more than two-thirds of the Pre-82s and nearly one-half of the SAWs completed six or fewer years of education in their native country including 20 percent and 12 percent of Pre-82s and SAWs respectively who completed less than four years. The needs of these students include upgrading English language capability and other survival and employment skills. These students present a distinct challenge to educational service providers in the state of California.

Enrollment statistics as of December 1, 1989 indicate that educational service providers have served, or are in the process of serving, over 700,000 IRCA students.[3] The short-term needs of the amnesty population include continued availability of classes for those seeking to satisfy the instructional opportunity for completing the Phase II legalization requirement.

The test score findings presented in Chapter Five point to long-term educational needs beyond satisfaction of the ESL or Civics requirement. According to federal and state guidelines, the legalization population is prohibited from accessing a number of government assistance programs for five years from the time of application for legalization. However, in order to fulfill their long-term need for education and training, some percentage of this population will probably access the additional services of state-funded programs such as GAIN, California's welfare reform program, which are more expensive to operate than SLIAG-funded courses.

For these reasons, it is extremely important that the level of SLIAG funding be restored to the original federal allocation levels. An expanded definition of the scope of instruction permissable under SLIAG funding to include vocational training could also serve the immediate need for education and help to avert some of the predicted future need to provide training at increased financial and human cost. In short, the amnesty population is in need of education services which will not only facilitate the transition from temporary to permanent residence and United States citizenship but also will provide the opportunity for continued upgrading of English and employment

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2 Richard L. Stiles, "SLIAG Facts" (Sacramento, CA: State Department of Education, Amnesty Education Office, 1989), 1, photocopied.

3 Ibid.

skills to assist these new residents to more fully participate in the economic mainstream and political process.

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Kissam, E. and Antili, J. *Legalized Farmworkers and Their Families: Program and Policy Implications*. Rosenberg Foundation supported Survey of Legalization Applicants, Report prepared for California Human Development Corporation, (CHDC), 1989.

Survey conducted between November 1987 and May 1988 in six counties of northern California. Survey respondents (N=358) were primarily SAWs and survey findings limited to SAWs and their families.

Distinguishes between three major sub-groups of SAWs and concomitant diversity in terms of the length of time in the United States, age, and English language proficiency as well as differences in demand for health and educational services. It also maintains that the incomplete nature of IRCA legalization negatively affects the family unity of post-1981 arrivals and argues on behalf of family reunification modifications to immigration rules for SAW wives and minor children living in the United States

Mean educational levels for CHDC survey respondents ranged from 4.3 to 6.4 years compared to the mean of 7.7 years of education completed in the native country for SAWs in the IRCA Pre-Enrollment Appraisal population.

Called for assessment of legalized immigrants' educational need as an essential element in post-IRCA industrial planning, pointing out that current attention in immigration policy has focused on the "bottom line" ESL/Civics requirements to meet INS permanent residence requirements with little attention given to strategies to meet the other basic educational needs of immigrants. Level of education, according to this report, might be used as a proxy to measure the "cultural gap" between immigrants and contemporary United States society.

Martin, S. et al., *Serving the Newly Legalized: Their Characteristics and Current Needs.* Report prepared by the Refugee Policy Group under a contract with the American Public Welfare Association, June 1988.

Based on telephone and in-person interviews with more than 100 respondents, describes general demographic characteristics of the legalizing population in six states (California, Texas, New York, Florida, Illinois and Oregon) and the District of Columbia and reports findings in the areas of health, education and employment. Makes recommendations for program outreach and service delivery planning which is culturally sensitive to the needs of the legalizing population.

Points to groups characterized by very limited or no prior education, namely women, especially Hispanic women, SAWs and the elderly. This characterization is supported by our findings in that a greater percentage of women than men completed six or less years of school in their native country. The characterization was not substantiated for SAWs in the IRCA Pre-Enrollment Appraisal population, however, who were generally better educated than Pre-82s.

Identifies inadequate English as a "primary obstacle" to full integration into American life and culture.

Olsen, L. *Crossing the Schoolhouse Border: Immigrant Students and the California Public Schools,* A California Tomorrow Policy Research Report, 1988.

Survey included 360 structured in-depth interviews with immigrant students (from various countries including Mexico, El Salvador, Korea, Japan, the Philippines, China, and Southeast Asia) aged 11-18 in 33 California communities. Respondents were asked about their backgrounds in their native lands, their immigration experience, their adjustment to schools here in the United States and their perspective on educational needs.

Identifies differences in educational systems in respondents' countries of origin and points to dramatic contrasts between rural and urban education in many countries. In Mexico, for example, although primary education is officially compulsory, 75 percent of those in urban areas finish the sixth grade compared to only 15 percent of those in rural areas. This urban-rural distinction may account in part for the

approximately one-third of the IRCA Pre-Enrollment Appraisal population who completed less than six years of education in their native country.

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APPENDIX A:
Development and Implementation of the IRCA Pre-Enrollment Appraisal

INTRODUCTION

The IRCA Pre-Enrollment Appraisal was developed by the Comprehensive Adult Student Assessment System (CASAS) to provide information on students' educational history, salient demographic characteristics, and information about their SLIAG eligibility. In addition, prospective students are tested to determine their abiltity to speak and understand English and their knowledge of the history and government of the United States. Based on this Appraisal, they are referred to appropriate programs and program levels.

Educational services are currently being provided to adults through community colleges, adults schools, and private non-profit agencies (CBOs and QDEs). Agencies receiving SLIAG funds must administer the Pre-Enrollment Appraisal and must receive training in test administration procedures from CASAS. The purpose of this Appraisal is fourfold:

- positively identify students as newly legalized persons who are eligible for SLIAG funding;
- provide demographic information and educational history about the amnesty population enrolled in SLIAG educational programs;
- assess English language proficiency in listening and reading related to U.S. government and history which can be used as a basis for program level placement and assessment of student progress; and
- provide a uniform database for all SLIAG educational programs in California to inform local and statewide program planning.

PSYCHOMETRIC PROPERTIES

The IRCA Listening and Reading Tests were developed by CASAS utilizing the CASAS Item Bank. This bank of over 5,000 items has been under continual development and refinement since 1980. The application of Item Response Theory (IRT) to these 5,000 items assigns a reliable index of standardized difficulty to each item. Test forms developed from these items accurately measure English ability in a functional context.

The results briefly summarized below indicate that the Pre-Enrollment Appraisal (Forms 1 and 2) is internally consistent and accurate with the psychometric model used. Psychometric properties are based on a random sampling from a database of over 250,000 responses. From the Form 1 database of 261,321, a random sample of 24,264 was generated. For Form 2, a random sample was taken of the entire Form 2 database, consisting of 528 records.

Reliability. Computation of Kuder-Richardson (KR)-20 indices for Pre-Enrollment Appraisal items indicate that on Form 1 Listening and Reading, the (KR)-20s were .76 and .92 respectively. The (KR)-20s for Listening and Reading on Form 2 were .80 and .93 respectively.

Item Total Correlations. Point biserial correlation coefficients were obtained for the Pre-Enrollment Appraisal. This correlation should generally fall between .40 and .60 for each of the individual test items. In the case of Pre-Enrollment Appraisal Listening items in Form 1, the coefficients ranged from .37 to .61 with a mean of .53. The Reading Form 1 coefficients ranged from .34 to .69 with a mean of .57. The Listening Form 2 point-biserial coefficients ranged from .35 to .65 with a mean of .56. The Reading Form 2 coefficients ranged from .31 to .74 with a mean of .60.

P-Values. The P-Value refers to the proportion of examinees passing an individual item and gives an index of difficulty for each item relative to the sample of persons being tested. In the case of the Pre-Enrollment Appraisal Listening items in Form 1, the P-values ranged from .37 to .92 with an average P-Value of .67 indicating that an average of 67 percent of the examinees passed each item. The P-values for Reading Form 1 ranged from .30 to .92 with an

average P-value of .58 indicating than an average of 58 percent of the examinees passed each item. For the Pre-Enrollment Appraisal Listening Form 2, the P-Values ranged from .41 to .91 with an average P-Value of .63, and for Reading Form 2, the P-values ranged from .30 to .88 with an average P-value of .52.

LISTENING AND READING TEST CONTENT FOR FORMS 1 AND 2

Listening Test Content

- Interpret basic application forms
- Interpret clock time
- Follow directions to places within a building and/or on the street
- Interpret and follow directions from signs
- Use telephone and take telephone messages
- Address letters and envelopes
- Interpret a postal money order

Reading Test Content

- Interpret basic application forms
- Identify months and dates on a calendar
- Follow directions on a city map
- Interpret historical information
- Interpret information about the branches of U.S. government
- Identify procedures for obtaining legal advice

CASAS Scores	Level	Possible Program Placement	Description
165-180	A - 1	ESL Pre-Literate Orientation	Functions minimally if at all in English. Minimal, if any, ability to read.
181-190	A - 2	ESL Beginning	Functions in a very limited way in situations related to immediate needs. Can read and interpret simplified forms that include name, address, telephone number and dates; can read very simple signs.
191-200	A - 3	ESL Beginning	Functions with some difficulty in situations related to immediate needs. Can read material at the lowest level in the *Of the People* series on U.S. Government and History with adaptation and assistance.
201-208	B - 4	ESL Intermediate	Can satisfy basic survival needs and a few very routine social demands. Can read the *Of the People* series on U.S. Government and History with some assistance.
209-214	B - 5	ESL Intermediate	Can satisfy basic survival needs and some limited social demands. Can read the *Of the People* series on U.S. Government and History
215-224	C - 6	Citizenship/Civics (ESL Advanced)	Can satisfy most survival needs and limited social demands. Can read the *Simplified Edition* of the *Federal Textbook on Citizenship.* [2]
225+	C - 7	Citizenship/Civics (ESL Advanced)	Can satisfy survival needs and routine work and social demands.
	C - 8	Citizenship/Civics	Can participate effectively in social and familiar work situations.
	C - 7/8		Can read the *Simplified Edition* of the *Federal Textbook on Citizenship* or any materials on U.S. Government, History or Citizenship written at the high school level.

1 *Of the People* Center for Applied Linguistics, INS, U.S. Government Printing Office, Washington, D.C., 1988.
2 *Simplified Edition* of the *Federal Textbook on Citizenship*, INS, U.S. Government Printing Office, Washington, D.C., 1987.

IRCA

FORM 1

Pre-Enrollment Appraisal

BASIC ENGLISH COMPETENCY

PRACTICE
1 Ⓐ Ⓑ Ⓒ
2 Ⓐ Ⓑ Ⓒ
3 Ⓐ Ⓑ Ⓒ

LISTENING
4 Ⓐ Ⓑ Ⓒ
5 Ⓐ Ⓑ Ⓒ
6 Ⓐ Ⓑ Ⓒ
7 Ⓐ Ⓑ Ⓒ
8 Ⓐ Ⓑ Ⓒ
9 Ⓐ Ⓑ Ⓒ
10 Ⓐ Ⓑ Ⓒ
11 Ⓐ Ⓑ Ⓒ
12 Ⓐ Ⓑ Ⓒ
13 Ⓐ Ⓑ Ⓒ
14 Ⓐ Ⓑ Ⓒ
15 Ⓐ Ⓑ Ⓒ

STOP

READING
16 Ⓐ Ⓑ Ⓒ Ⓓ
17 Ⓐ Ⓑ Ⓒ Ⓓ
18 Ⓐ Ⓑ Ⓒ Ⓓ
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WRITING
41 Ⓐ Ⓑ Ⓒ
42 Ⓐ Ⓑ Ⓒ

INTERVIEW
43 Ⓐ Ⓑ Ⓒ
44 Ⓐ Ⓑ Ⓒ
45 Ⓐ Ⓑ Ⓒ

1. Name_____ 2. Today's Date: ___/___/___

3. Male ○ Female ○ 4. Date of Birth ___/___/___ 5. Current Occupation_____

6. Are you enrolled in another ESL/Civics course? Yes ○ No ○ (If yes, where?)_____

Write your I-688 Number Here

A [ ][ ][ ][ ][ ][ ][ ][ ]

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1 1 1 1 1 1 1 1 1
2 2 2 2 2 2 2 2 2
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Date of Issue

___/___/___

Legalization Section Number
245 A ○ 210 A ○

Age

[ ]
○ Under 16
○ 16-17
○ 18-21
○ 22-24
○ 25-29
○ 30-34
○ 35-39
○ 40-44
○ 45-49
○ 50-54
○ 55-64
○ 65+

Highest Grade Level Completed

[ ][ ]
0 0
1 1
2 2
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9

Highest Diploma/Degree

Mark one only
○ None
○ High School Diploma or Equivalent
○ Technical
○ AA Degree or Post Secondary
○ University/ College Degree
○ Other

Name Other

Country of Citizenship

○ Mexico
○ El Salvador
○ Haiti
○ Guatemala
○ Philippines
○ Colombia
○ Nicaragua
○ Dominican Republic
○ Poland
○ India
○ Jamaica
○ Iran
○ Pakistan
○ Korea
○ Other

Name Other

Ethnic Background

○ Caucasian
○ Hispanic
○ Black (Not Hispanic)
○ Asian
○ Filipino
○ Indo-Chinese
○ Pacific Islander
○ Other

Name Other

Native Language

○ English
○ Spanish
○ French
○ Creole
○ Tagalog
○ Chinese
○ Korean
○ Farsi
○ Polish
○ Urdu
○ Arabic
○ Other

Name Other

○ Not able to test; referral to ESL Program

PLACEMENT INTO PROGRAM

○ ESL Pre-literate Orientation
○ ESL Beginning
○ ESL Intermediate
○ ESL Advanced
○ Citizenship/Civics
○ Other

Name Other

Other CASAS Scores

LISTENING	READING

Agency Identification Number

[ ][ ][ ][ ]

0 0 0 0
1 1 1 1
2 2 2 2
3 3 3 3
4 4 4 4
5 5 5 5
6 6 6 6
7 7 7 7
8 8 8 8
9 9 9 9

For Education Provider Use

[ ][ ][ ][ ][ ][ ][ ][ ][ ][ ]

0 0 0 0 0 0 0 0 0 0 0
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For Official Use Only

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41 [ ]

42 [ ]

EXAMINERS:
Return this page with attached answer strip to:

IRCA/SLIAG
P.O. Box 80488
San Diego, CA 92138

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IRCA

FORM 1

Pre-Enrollment Appraisal

BASIC ENGLISH COMPETENCY

PRACTICE
1 Ⓐ Ⓑ Ⓒ
2 Ⓐ Ⓑ Ⓒ
3 Ⓐ Ⓑ Ⓒ

LISTENING
4 5 6 7 8 9 10 11 12 13 14 15

ANSWER KEY

STOP

READING
16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40

ANSWER KEY

WRITING
41 ⓪ ① ②
42 ⓪ ① ②

INTERVIEW
43 ⓪ ① ②
44 ⓪ ① ②
45 ⓪ ① ②

1. Name_____ 2. Today's Date: __/__/__

3. Male ○ Female ○ 4. Date of Birth __/__/__ 5. Current Occupation _____

6. Are you enrolled in another ESL/Civics course? Yes ○ No ○ (If yes, where?) _____

Write your I-688 Number Here

A ☐☐☐☐☐☐☐☐☐

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④ ④ ④ ④ ④ ④ ④ ④ ④
⑤ ⑤ ⑤ ⑤ ⑤ ⑤ ⑤ ⑤ ⑤
⑥ ⑥ ⑥ ⑥ ⑥ ⑥ ⑥ ⑥ ⑥
⑦ ⑦ ⑦ ⑦ ⑦ ⑦ ⑦ ⑦ ⑦
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⑨ ⑨ ⑨ ⑨ ⑨ ⑨ ⑨ ⑨ ⑨

Date of Issue

__/__/__

Legalization Section Number

245 A ○ 210 A ○

Age

☐

○ Under 16
○ 16-17
○ 18-21
○ 22-24
○ 25-29
○ 30-34
○ 35-39
○ 40-44
○ 45-49
○ 50-54
○ 55-64
○ 65+

Highest Grade Level Completed

☐☐

⓪ ⓪
① ①
② ②
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⑨

Highest Diploma/Degree

Mark one only

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Name Other

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○ Dominican Republic
○ Poland
○ India
○ Jamaica
○ Iran
○ Pakistan
○ Korea
○ Other

Name Other

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○ Filipino
○ Indo-Chinese
○ Pacific Islander
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○ Creole
○ Tagalog
○ Chinese
○ Korean
○ Farsi
○ Polish
○ Urdu
○ Arabic
○ Other

Name Other

○ Not able to test; referral to ESL Program

PLACEMENT INTO PROGRAM

○ ESL Pre-literate Orientation
○ ESL Beginning
○ ESL Intermediate
○ ESL Advanced
○ Citizenship/Civics
○ Other

Name Other

Other CASAS Scores

LISTENING	READING

LISTENING RAW SCORE ☐

LISTENING SCALE SCORE ☐

Raw Score	Scale Score	Raw Score	Scale Score
1	163-	7	196
2	172	8	200
3	178	9	205
4	183	10	211
5	188	11	219
6	192	12	220+

WRITING SCORE ☐

INTERVIEW SCORE ☐

READING RAW SCORE ☐

READING SCALE SCORE ☐

Raw Score	Scale Score	Raw Score	Scale Score
1	163-	14	203
2	171	15	205
3	176	16	206
4	180	17	209
5	183	18	211
6	186	19	213
7	188	20	216
8	191	21	219
9	193	22	222
10	195	23	227
11	197	24	235
12	199	25	236+
13	201		

41 ☐

42 ☐

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Do not give any part of this answer sheet to the person tested.

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APPENDIX B:
Overview of the GAIN Program

DESCRIPTION OF GAIN

The Greater Avenues for Independence (GAIN) legislation, AB 2580 (Chapter 1025), passed by the California legislature in 1985 is an employment and training program intended to provide Aid to Families with Dependent Children (AFDC) recipients with the skills necessary to make them employable. This mandatory program provides job services as well as training, education, and support services to AFDC recipients to assist them in attaining unsubsidized employment. The GAIN program includes an initial appraisal process designed to collect information about participants to determine their future role in GAIN.

INITIAL APPRAISAL COMPONENT

An integral component of the GAIN Appraisal process is the assessment of the participant's basic reading, mathematics, and functional listening skills. State GAIN regulations mandate that:

> The county Welfare Department shall determine if the registrant lacks basic literacy or mathematics skills or English language skills by using the appropriate testing instruments provided by the State Department of Education in conjunction with the State Department of Social Services (Manual of Policies and Procedures, Sect. 42-761.161).

On the basis of these test results, participants lacking basic reading or mathematics skills may have provisions in their Basic Participant Contract for obtaining these skills in Adult Basic Education programs.

GAIN APPRAISAL PROGRAM TESTS

Three tests have been developed for the initial appraisal component of GAIN, namely the GAIN Listening Test, the GAIN Basic Reading Test, and the GAIN development in the areas of basic reading comprehension, basic mathematics

computation, and listening comprehension. All three tests were developed by the Comprehensive Adult Student Assessment System (CASAS) through a contract administered by the California State Department of Education and the California State Department of Social Services. These three tests together have been designated as the "GAIN Appraisal Program."